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ANNEXATION STUDY

BENNETTSVILLE
SOUTH CAROLINA



TITLE: Annexation Study, Bennettsville, South Carolina

AUTHOR: Office of Planning, Division of Administration
Office of the Governor

SUBJECT: Annexation Study

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ABSTRACT: This study evaluates the feasibility of annexing the developed areas on the fringes of the City of Bennettsville. The study delineates the area to be considered for annexation and divides this proposed annexation area into study areas. The study examines in detail the characteristics of each of these study areas, establishes the service requirements of the study areas, and proposes a plan for meeting the utility and service needs. The study evaluates the capabilities of the city to finance the proposed improvements and expanded services, and recommendations are made on the sequence and priorities of implementation. Suggestions are also made on the development of a sound municipal annexation policy for the future.

ANNEXATION STUDY
BENNETTSVILLE, SOUTH CAROLINA

June, 1972

Prepared for the
Bennettsville Planning and Zoning Commission
by the Office of Planning
Division of Administration
Office of the Governor

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CHAPTER I

INTRODUCTION

Bennettsville has reached a point in its development when the feasibility of annexing the fringe areas must be evaluated. Approximately a third of the urban area's population resides outside the incorporated area. Most of the growth in the Bennettsville urban area is occurring beyond the municipal boundaries. A significant portion of the urban area's housing, sanitation, and health problems are beyond the jurisdiction of the city. The problems of the unincorporated area have a direct impact on the general welfare of the entire community, since the developed fringe areas are as much a part of the community as any of the older neighborhoods.

Both the city and the fringe area residents would benefit from a systematic program of annexation. Annexation would provide Bennettsville with greater control over the development of the urbanizing fringe areas. This would enable the city to take positive action to prevent the creation of problems that will eventually have to be corrected at public expense. Annexation will also benefit the area's residents by providing them with public services, protecting their property values, reducing their insurance rates, and giving them a voice in community affairs.

Annexation of urbanized fringe areas is a community responsibility because a city's boundaries, services, and control should expand with the community's actual growth. Annexation permits more effective administration of public services and facilities, since it allows the city to deal with the urban area as a single unit. Public services and utility systems may be planned for the entire area and provided on a rational and economic basis.

Purpose

This study has three major purposes. These are:

- (1) to provide the City of Bennettsville with the data necessary to determine if annexation of the area and provision of services to the residents is feasible and within the economic capabilities of the city;
- (2) to provide the residents of the proposed annexation area with sufficient information to evaluate the desirability of becoming part of the city; and
- (3) to determine the service needs of the areas to be annexed and develop a plan for the provision of those services.

Organization

The study is organized into the following five sections:

- (1) an examination of the legal procedures and policy decisions involved in implementing an annexation program;
- (2) a detailed analysis of the area being considered for annexation;
- (3) a discussion on implementation of a plan of services for the annexation area;
- (4) an examination of the finances of the annexation program; and
- (5) a summation of recommendations on the annexation program and the annexation policies of the City of Bennettsville.

Methodology

The recommendations on implementation of services and extension of utilities in the annexation area were developed after evaluation of the following information:

- (1) the characteristics of the study areas;
- (2) the present level of services in the existing incorporated area;

(3) the extent and nature of the existing utility systems;
(4) the present capabilities of the various city departments;
(5) the capabilities of the city to finance proposed improvements and expanded service; and

(6) the alternative means available for best serving the needs of both the existing incorporate area of Bennettsville, and the annexation area.

The proposed plan of services was coordinated with the various departments of city government and available expertise was utilized both in development and review of the proposals. The basic information presented in this study was obtained from the administrative heads of the individual city services and the city's utility operations. The plans for provision of services and extension of utility systems were coordinated with the plans and goals defined in studies previously developed to guide Bennettsville's future growth. Special attention was given to the guidelines established by The Development Plan for Bennettsville;* the Community Facilities, Public Improvements Program, and Capital Improvements Budget for the City of Bennettsville** and the Bennettsville Water and Sewer Study***. Engineers of the Harwood Beebe Company in coordination with a staff representative of the Office of Planning revised the sewerage system development plans. The Insurance Services Office reviewed the plans for

* Office of the Governor, State Planning and Grants Division, Development Plan for Bennettsville, prepared by Jimmy L. Ware (Columbia: the Division, 1970).

** Office of the Governor, State Planning and Grants Division, Community Facilities, Public Improvements Program, and Capital Improvements Budget for the City of Bennettsville, prepared by Jimmy L. Ware (Columbia: the Division, 1971).

*** The Harwood Beebe Company, Bennettsville Water and Sewer Study (Florence: the Company, 1968).

water system improvements and made recommendations on the city's fire defense facilities. Assistance and information were also obtained from the Soil Conservation Service, the State Highway Department, the County Tax Equalization Office, and the Law Enforcement Assistance Program in the Governor's Office.

CHAPTER II

ANNEXATION

Annexation is the expansion of municipal boundaries to encompass additional territory. The alteration of the municipal boundaries may involve only a single parcel of land, an entire neighborhood, a new subdivision, or the entire unincorporated fringe areas of a city. When a city extends the municipal boundaries to include an unincorporated area, the new territory becomes an integral part of that city. The residents of the annexed area are entitled to the same level of service that other residents receive. Annexation, therefore, involves:

- (1) the legal procedures for altering the city's territorial limits; and
- (2) the policy established by the city for extending services to the annexed territory.

Legal Procedures

Under South Carolina law, municipalities are only allowed to extend their boundaries by procedures which permit the people to determine if the proposed municipal boundary change will take place. There are three methods by which a South Carolina municipality is authorized to annex additional territory. These procedures provide for popular determination of a proposed annexation through either election or petition. The following explanation of alternative methods is extracted from a discussion of South Carolina annexation procedures presented in Adjusting Municipal Boundaries: Law and Practice, published by the National League of Cities.

Petition and Election (First Method)

Annexation by election is provided for in Sections 47-12, 47-14 through 47-19, and 47-22 of the South Carolina Code of Laws. To effect an extension of

corporate limits by election, a petition must first be submitted to the council by a majority of the freeholders of the territory seeking annexation. The petition must be accompanied by a description of that territory and a request for an election. If the city council finds the petition to be in order, it certifies that fact to the county commissioner of elections. Thereupon the county commissioner of elections must order an election to be held within the corporate limits of the municipality and within the territory proposed to be annexed. All registered qualified electors residing within the municipality and within the territory proposed for annexation may vote in the election. A majority vote in favor of annexation is required within both the municipality and the area seeking annexation. The results of the election may be contested within 60 days after declaration.

Petition, Referendum, and Election (Second Method)

Sections 47-19.11 through 47-19.19 of the South Carolina Code of Laws provides an alternative method of annexation by election. In this method, upon presentation to the city council of a petition signed by 25 percent of the freeholders resident in the territory proposed to be annexed (this figure is 15 percent in towns or cities with over 25,000 population), the city council must promptly certify this fact to the county commissioner of elections together with a description of the territory proposed for annexation. Thereupon, the county commissioner of elections must order a referendum and an election to be held. All freeholders owning property in the territory proposed for annexation may vote in the referendum. If a majority of the freeholders voting in the referendum do not approve the proposed annexation, the election is not held.

For an annexation to be validly effected, a majority of the freeholders voting in the referendum, and a majority of the registered electors voting in

the election must approve the annexation (both within the territory proposed for annexation and within the corporate limits of the municipality). Whenever an election is defeated, another annexation election within the territory proposed for annexation may not be initiated for two years from the date of the previous election. The area of territory annexed by this method cannot exceed one-fourth of the area of the municipality.

Petition and Ordinance (Third Method)

Section 47-19.5 of the code provides for annexation by petition without election. When an area is contiguous to the city, a petition for annexation may be submitted by 75 percent of the freeholders, owning at least 75 percent of the assessed valuation of the real property in the area requesting annexation. Upon the agreement of the governing body to accept the petition and annex the area, and upon the enactment of an ordinance declaring the area to be annexed to the city, the annexation is complete.

Policy on Provision of Services

The City of Bennettsville should establish a clearly defined policy on the level of services which will be provided to the annexation area. The policy statement would establish the city services that the residents could expect to receive immediately upon annexation and the sequence of implementation of other services. The plan for provision of services to the annexation area could be officially adopted by a resolution of the Mayor and Council. This procedure would provide the residents with complete information on the benefits that they would derive from annexation and would permit the various city departments to prepare plans for the systematic implementation of their operations in the area to be annexed. Also, a concise statement on services and the schedule of implementation will prevent confusion, misunderstanding, and recrimination after annexation.

The following plan of service provides a suggested municipal policy on the extension of the various public services and utility systems to the newly annexed territory.

Police

(1) Patrolling, radio responses to calls, and other routine police services, using present personnel and equipment, will be provided on the effective date of annexation.

(2) Within approximately three months, sufficient personnel will be added to the force and the necessary equipment acquired to continue the present level of scheduled patrols and other existing operations for the entire city.

(3) Traffic signs and other traffic control devices will be installed as required throughout the annexation area, when the need is established by appropriate traffic studies.

Fire

(1) Fire protection by the present personnel and equipment of the City Fire Department will be provided on the effective date of annexation.

(2) Within six months after annexation, fire hydrants will be installed in those areas where water mains of adequate size are available. Placement of hydrants shall be on the basis of nationally-accepted standards defined by the National Fire Underwriters' Association. As additional water lines are extended into areas that are not presently served, fire hydrants shall be installed as required by the above-mentioned standard.

Refuse Collection

Within three months after annexation, the Street and Sanitation Department will acquire additional equipment, hire personnel, and initiate regular refuse collection service in the newly annexed territory.

Streets

(1) Emergency maintenance of local streets (repair of hazardous chuck holes, etc.) will begin on the effective date of annexation.

(2) Routine maintenance (patching, seal-coating, or grading) of local streets in the annexation area will be scheduled and implemented on the same basis as the rest of the city.

(3) Maintenance of storm drainage facilities, not under the control of the Watershed District or the State Highway Department, will be assumed by the city.

(4) Within six months of annexation, street name signs will be installed in all the substantially developed sections.

Recreation

Residents of the annexed area may use all existing municipal recreation facilities and participate in city recreation programs. The same standards now used in the present city will be followed in expanding the recreational program and facilities in the enlarged city.

Inspection Services and Codes Enforcement

All inspection services and code enforcement programs now administered by the city (building, electrical, plumbing, gas, housing, and sanitation) will be extended to the annexation area, when it becomes part of the municipality.

Planning and Zoning

(1) The planning and zoning jurisdiction of the city will extend to the newly enlarged municipal boundaries upon annexation, and all municipal planning activities will encompass the needs of the annexed territory.

(2) Within one month of annexation, the Bennettsville Planning and Zoning Commission will draft a proposal for implementation of zoning in the annexation area, hold public hearings, and forward its recommendations to the City Council.

Water System

(1) Water for domestic, commercial, and industrial uses will be provided at city rates to residents of the newly annexed area.

(2) Within one month of annexation, the city will secure the services of an engineering consultant to develop the necessary plans for extension of the water system to serve those parts of the annexation area where water mains do not presently extend.

(3) Within twelve months of annexation, water mains of adequate size for domestic use and fire protection will be extended to all substantially developed parts of the annexation area.

Sewer System

(1) Sewer service will be provided at city rates to residents of the annexed territory.

(2) Within one month of annexation, the city will secure the services of an engineering consultant to develop the necessary plans for extension of the sewerage system to all substantially developed parts of the annexation area.

(3) Construction of the interceptor and collector sewerage lines recommended in the consultant's report should be completed in approximately three years.

Electrical System

Upon annexation of the proposed areas, the city utility system will begin coordination with the present power distributors for transfer of responsibility for power distribution in the annexed territory.

Street Lighting

Street lighting will be installed by the city in the substantially developed sections of the annexation area within three months of assumption of responsibility for electrical power distribution in those sections.

CHAPTER III

THE ANNEXATION AREA

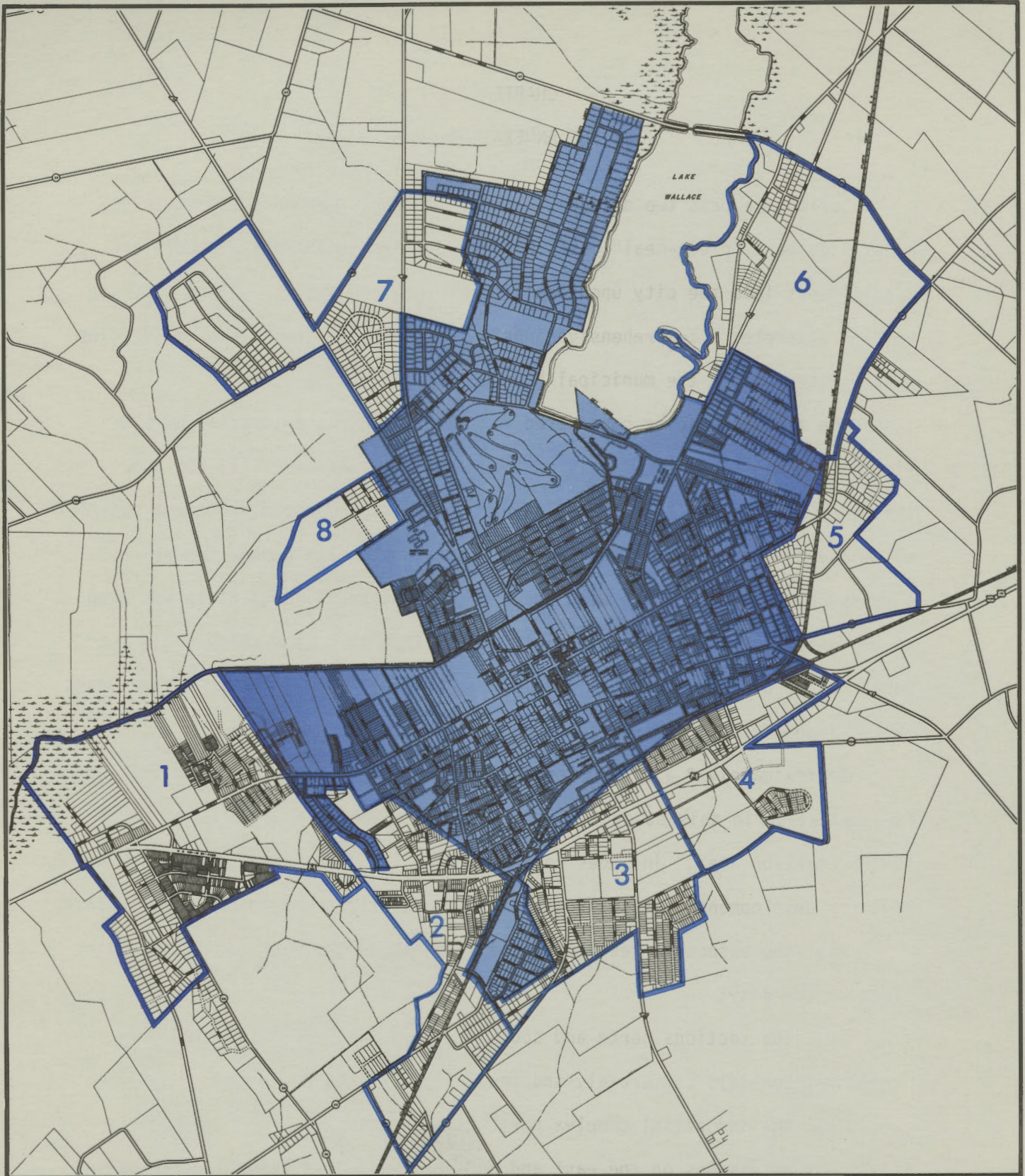
During the past two decades, Bennettsville has extended the municipal boundaries on a "piece-meal" basis by incorporating individual parcels and subdivisions into the city upon petition of the land owners. Since the city has not attempted a comprehensive annexation program, extensive urban development exists outside the municipal boundaries.

The territory to be considered for annexation was delineated by the Planning Commission on the basis of two factors. These were (1) the urban character of existing fringe area development, and (2) the development potential of adjacent vacant land. When land adjacent to the city boundaries was not already developed for urban use, the recording of subdivision plats was used as an indices of an area's potential for development. Land which would probably not be affected by urban development within the next three to five years was excluded from the annexation area.

Approximately 2,430 acres on the fringes of Bennettsville were delineated for evaluation in this study. This territory, which will be referred to as the "annexation area," includes both developed land, and land with a high potential for development. Those areas which are clearly urban in character include:

- (1) the extensive residential development on the west and southwest sides of the city;
- (2) the sections north and south of the U.S. 15 By-pass which have experienced residential, commercial, and industrial growth; and
- (3) the industrial complex north of Bennettsville.



Existing subdivisions on the east and northwest sides of Bennettsville are expanding into the available adjacent land, and vacant land in those areas is



BENNETTSTVILLE
SOUTH CAROLINA



ANNEXATION STUDY AREA

-  **STUDY AREA BOUNDARIES**
-  **EXISTING INCORPORATED AREA**

MAP
NO.

1

rapidly being subdivided for development. The vacant land in the vicinity of this present residential growth has a high potential for development.

Study Areas

The annexation area was divided into eight study areas. These study areas were delineated to function as (1) statistical areas for analysis of resident needs, and (2) planning units for development of a basic program of services.

A variety of factors were considered in defining the study areas. The boundaries of the study areas were delineated to form reasonably compact symmetrical tracts which would be statistically meaningful and would permit logical planning for public services. In establishing the limits of the study areas, the following factors were evaluated:

- (1) similar social and physical characteristics, factors that tended to identify an area as a separate social and economic entity within the urban area;
- (2) neighborhood identity, recognition of an area as an identifiable neighborhood or community; and
- (3) readily identifiable boundaries, such as roads, streams, shore lines, railroad lines, property lines, or utility easements.

Map 1 illustrates the delineation of the annexation study areas.

Population

The population increase in the unincorporated fringe areas of Bennettsville has approximately equaled the growth within the city. Between 1960 and 1970, the population of Bennettsville increased by 505 persons. This was a growth rate of 7.3% for that decade. During the same period, the population in the "Bennettsville North" and "Bennettsville South" Census Divisions increased by 511 persons. These two census divisions encompass the fringe areas being considered for annexation. The Bennettsville North Division experienced a 6.7%

rate of increase from 1960 to 1970, and the Bennettsville South Division had a 10.8% growth rate. By comparison, the remainder of Marlboro County lost population between 1960 and 1970.

It is estimated that approximately 3,900 persons reside in the proposed annexation area. This population projection is based on the number of dwelling units in the individual study areas, an estimated vacancy rate, and the average number of persons per household noted in the 1970 Census. The 1970 Census indicates that the "Bennettsville North" Census Division averaged 3.91 persons per dwelling unit. This factor was used for Study Areas 5, 6, 7, and 8, in estimating the residential population. Since these study areas are predominately comprised of recently developed subdivisions, it was assumed that all existing dwelling units were occupied. In 1970, the "Bennettsville South" Census Division reflected an average of 3.79 persons per household. This average was used for Study Areas 1, 2, 3, and 4 population estimates. Since those study areas contain both new residential development and older residential areas, a six per cent vacancy rate of dwelling units was assumed. This vacancy rate is consistent with the rate of occupancy in cities of similar size in this region. Table 1 indicates the estimated population of the individual study areas. Also shown in the table is the estimated number of school age children in each study area based on the percentage of this age group in the total population of the "Bennettsville North" (43.5%) and the "Bennettsville South" (42.4%) Census Divisions during the 1970 Census.

If the growth rate of the fringe areas from 1960 to 1970 continues, the population of the annexation area should, by 1980, reach approximately 4,212 residents. Since only a limited amount of vacant land is available for residential development inside the municipal boundaries, a major portion of the

TABLE 1
ANNEXATION AREA POPULATION

Study Areas	1	2	3	4	5	6	7	8	TOTAL
Total Estimated Population	970	1107	932	360	74	168	215	74	3900
Estimated Number of School-Age Children	411	469	395	153	32	73	93	32	1658

urban area's residential growth in the future will occur in the unincorporated fringe areas. This shift in development to the unincorporated area will have the tendency to accelerate the rate of development of the area being considered for annexation.

Land Use

The annexation area contains approximately 2,430 acres. Of this total, 802.4 acres (33.0 percent) are developed and 1,627.6 acres (67.0 percent) are vacant. At present, 298.9 acres (37.3 percent of the developed land) are used for residential purposes; 56.1 acres (7.0 percent of the developed land) are devoted to commercial uses; 24.4 acres (3.0 percent of the developed land) are used for warehousing or storage operations; 85.9 acres (10.7 percent of the developed land) are devoted to industrial uses; 7.8 acres (1.0 percent of the developed land) are utilized by the utility systems; 65.7 acres (8.2 percent of the developed land) are developed for public and semi-public uses; and 263.6 acres (32.9 percent of the developed land) lie within dedicated street and railroad rights-of-way. Approximately 754 acres of undeveloped land within the annexation area have severe limitations on utilization for urban purposes because the land is subject to periodic flooding. Table 2 presents the acreages

TABLE 2

LAND USE

Land Use	Study Area 1			Study Area 2			Study Area 3			Study Area 4		
	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.
Residential	84.24	15.50	44.97	83.74	27.01	59.81	44.95	17.52	33.52	18.76	7.98	22.54
Industrial	.73	.13	.39	9.55	3.08	6.82	6.97	2.45	4.68	13.21	5.62	15.87
Utilities	-	-	-	-	-	-	.73	.26	.49	2.93	1.24	3.52
Commercial	17.98	3.31	9.60	5.10	1.65	3.64	14.72	5.16	9.89	15.79	6.72	18.97
Warehousing Storage	6.97	1.28	3.72	.03	.01	.02	12.66	4.44	8.50	-	-	-
Public & Semi-Public	20.93	3.85	11.18	.73	.24	.52	17.44	6.12	11.71	1.64	.70	1.97
Rights-of-Way	<u>56.44</u>	<u>10.38</u>	<u>30.14</u>	<u>40.87</u>	<u>13.18</u>	<u>29.19</u>	<u>46.48</u>	<u>16.31</u>	<u>31.21</u>	<u>30.90</u>	<u>13.14</u>	<u>37.13</u>
Total Developed	187.29	34.45	100.00	140.02	45.17	100.00	148.95	52.26	100.00	83.23	35.40	100.00
Vacant (Suitable for Development)	123.31	22.68		34.39	11.09		65.75	23.07		42.78	18.20	
Vacant (Severe limita- tions for Urban Dev.)	<u>233.01</u>	<u>42.87</u>		<u>135.59</u>	<u>43.74</u>		<u>70.33</u>	<u>24.67</u>		<u>109.06</u>	<u>46.40</u>	
Total Land	543.61	100.00		310.00	100.00		285.03	100.00		235.07	100.00	

TABLE 2 (Cont.)

Land Use	Study Area 5			Study Area 6			Study Area 7			Study Area 8			Total Annexation Area		
	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.	Acres	% of Total	% Dev.
Res.	9.60	5.58	22.04	17.02	4.02	13.45	26.93	7.00	43.50	8.70	11.39	79.31	298.94	12.30	37.24
Indus.	4.77	2.77	10.96	50.68	11.98	40.06	-	-	-	-	-	-	85.91	3.54	10.71
Util.	-	-	-	4.10	.97	3.24	-	-	-	-	-	-	7.76	.32	.97
Comm.	-	-	-	2.19	.52	1.73	.36	.09	.58	-	-	-	56.14	2.31	7.00
W/S	-	-	-	4.77	1.13	3.77	-	-	-	-	-	-	24.43	1.01	3.04
Pub/S-P	11.01	6.40	25.29	13.57	3.21	10.72	.36	.09	.58	-	-	-	65.68	2.70	8.19
R/W	<u>18.16</u>	<u>10.56</u>	<u>41.71</u>	<u>34.20</u>	<u>8.08</u>	<u>27.03</u>	<u>34.26</u>	<u>8.90</u>	<u>55.34</u>	<u>2.27</u>	<u>2.97</u>	<u>20.69</u>	<u>263.58</u>	<u>10.85</u>	<u>32.85</u>
Total Dev.	43.54	25.31	100.00	126.53	29.91	100.00	61.91	16.08	100.00	10.97	14.36	100.00	802.44	33.03	100.00
Vacant	99.76	58.05		199.84	47.22		248.22	64.49		59.56	77.96		873.61	35.94	
Vacant Severe	<u>28.60</u>	<u>16.64</u>		<u>96.76</u>	<u>22.87</u>		<u>74.81</u>	<u>19.43</u>		<u>5.87</u>	<u>7.68</u>		<u>754.03</u>	<u>31.03</u>	
Total Land	171.90	100.00		423.13	100.00		384.94	100.00		76.40	100.00		2,430.08	100.00	

and percentages of development by land use categories for the entire annexation area and for the individual study areas.

Residential development constitutes the largest use category in the annexation area. Of the 1,079 residential structures noted in the annexation area, 1,016 dwellings were detached, single-family residences. This is 94.1 percent of all residential structures in the annexation area. Mobile homes were the second most numerous category of residential type. Fifty-eight mobile homes were noted in the annexation area. This is approximately 5.4 percent of all residential structures. Only one-half of one percent of the residential structures in the annexation area were multi-family dwelling units. Table 3 presents the number and percentage of each housing type for the individual study areas.

TABLE 3

HOUSING TYPES

Study Area	Single-Family		Duplex		Apartment		Mobile Home		Total
	No.	%	No.	%	No.	%	No.	%	
1	260	95.6	1	.4	-	-	11	4.0	272
2	284	93.1	1	.3	2	.7	18	5.9	305
3	236	90.4	1	.4	-	-	24	9.2	261
4	99	96.1	-	-	-	-	4	3.9	103
5	21	100.0	-	-	-	-	-	-	21
6	42	97.6	-	-	-	-	1	2.3	43
7	55	100.0	-	-	-	-	-	-	55
8	19	100.0	-	-	-	-	-	-	19
Total	1,016	94.1	3	.3	2	.2	58	5.4	1,079

Several small blighted sections are located within the annexation area. The blighted conditions occur in areas adjacent to the existing municipal boundaries, where older frame houses are located. Study Areas 1, 2, 3, and 4 contain a majority of this deteriorating housing. Most of the deteriorating housing is over thirty years of age. Only 151 residential structures were noted in the land use survey as being deteriorated to a point where restoration would



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 1
EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- ◐ MINOR REPAIR
- ◑ MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME

- COMMERCIAL
- ▨ WHOLESALE & STORAGE
- ▧ INDUSTRIAL
- ▩ UTILITIES
- ▤ PUBLIC & SEMI PUBLIC

MAP
NO.

2

be uneconomical. This is only approximately fifteen percent of all residential structures available in the annexation area. Many of the structures that were categorized as dilapidated appeared to be unoccupied. Table 4 notes the structural conditions of existing housing for the entire annexation area and for each study area.

TABLE 4

HOUSING CONDITIONS

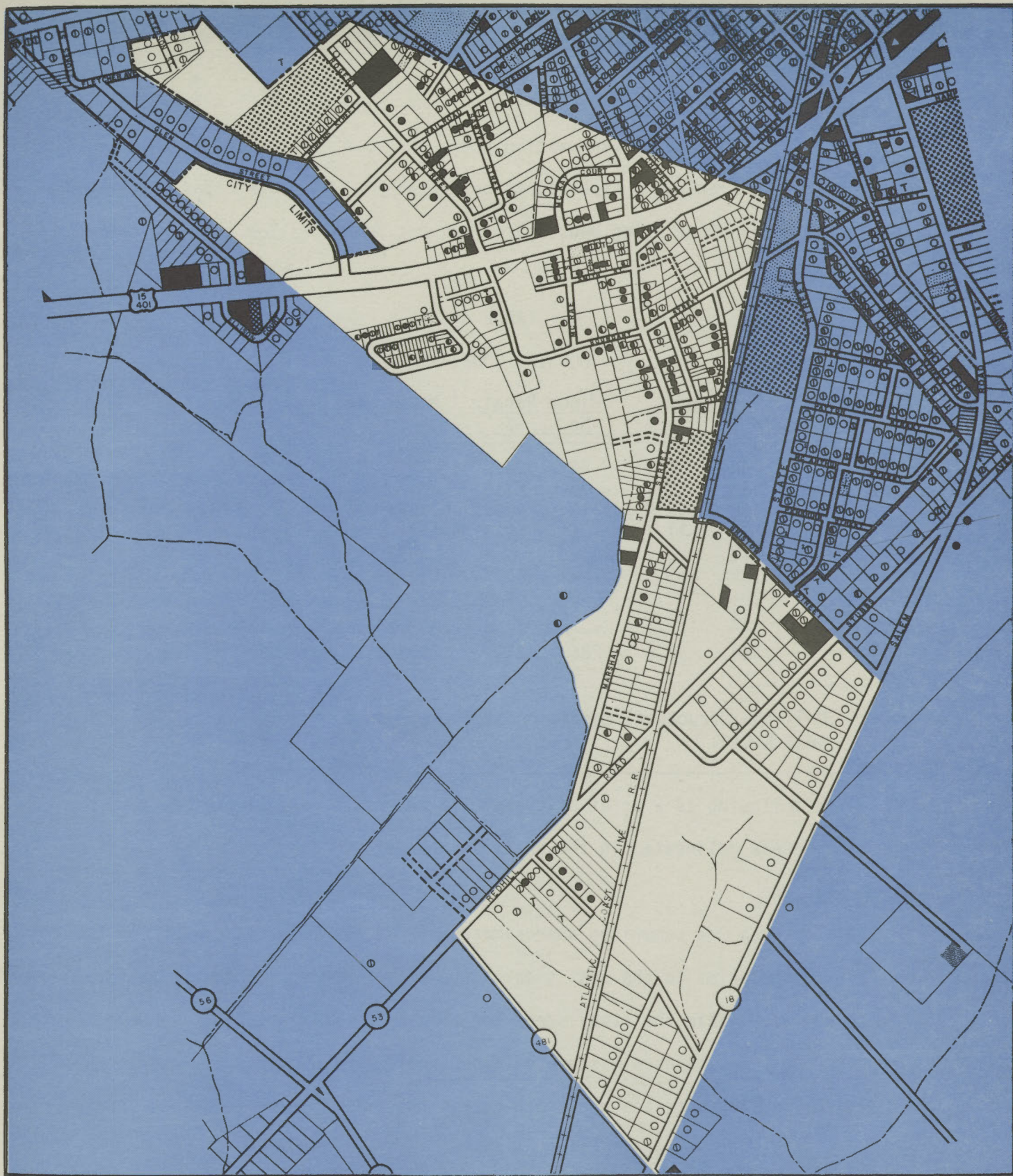
Study Area	Sound		Minor Repair		Major Repair		Dilapidated		Total
	No.	%	No.	%	No.	%	No.	%	
1	148	56.9	53	20.0	39	15.0	21	8.1	261
2	78	27.2	79	27.6	61	21.2	69	24.0	287
3	38	16.0	113	47.7	60	25.3	26	11.0	237
4	11	11.1	29	29.3	32	32.3	27	27.3	99
5	19	90.4	-	-	-	-	2	9.6	21
6	25	59.5	7	16.7	7	16.7	3	7.1	42
7	51	92.8	2	3.6	1	1.8	1	1.8	55
8	14	73.7	3	15.8	-	-	2	10.5	19
Total	384	37.6	286	27.9	200	19.7	151	14.8	1,021

Note: Only the structural condition of permanent housing is contained in this table.

The following is a brief discussion of the characteristics of each of the study areas delineated in the annexation area.

Study Area One

Study Area One comprises approximately 544 acres located adjacent to the municipal boundaries on the west side of the city. Study Area One is depicted in Map No. 2. Within the study area, the neighborhood immediately adjacent to the city limits contains a mixture of older residential structures, neighborhood commercial development, and wholesale operations. In this neighborhood, the residential structures are located on narrow lots which average about fifty feet in width. The remainder of the study area contains more recent housing



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 2 EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- MINOR REPAIR
- MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME

- COMMERCIAL
- ▨ WHOLESALE & STORAGE
- ▨ INDUSTRIAL
- ▨ UTILITIES
- ▨ PUBLIC & SEMI PUBLIC

**MAP
NO.**

3

positioned on lots that are seventy-five or one hundred feet wide. There is a scattering of highway commercial and wholesale operations fronting on West Main Street and the U.S. 15 By-Pass.

Study Area Two

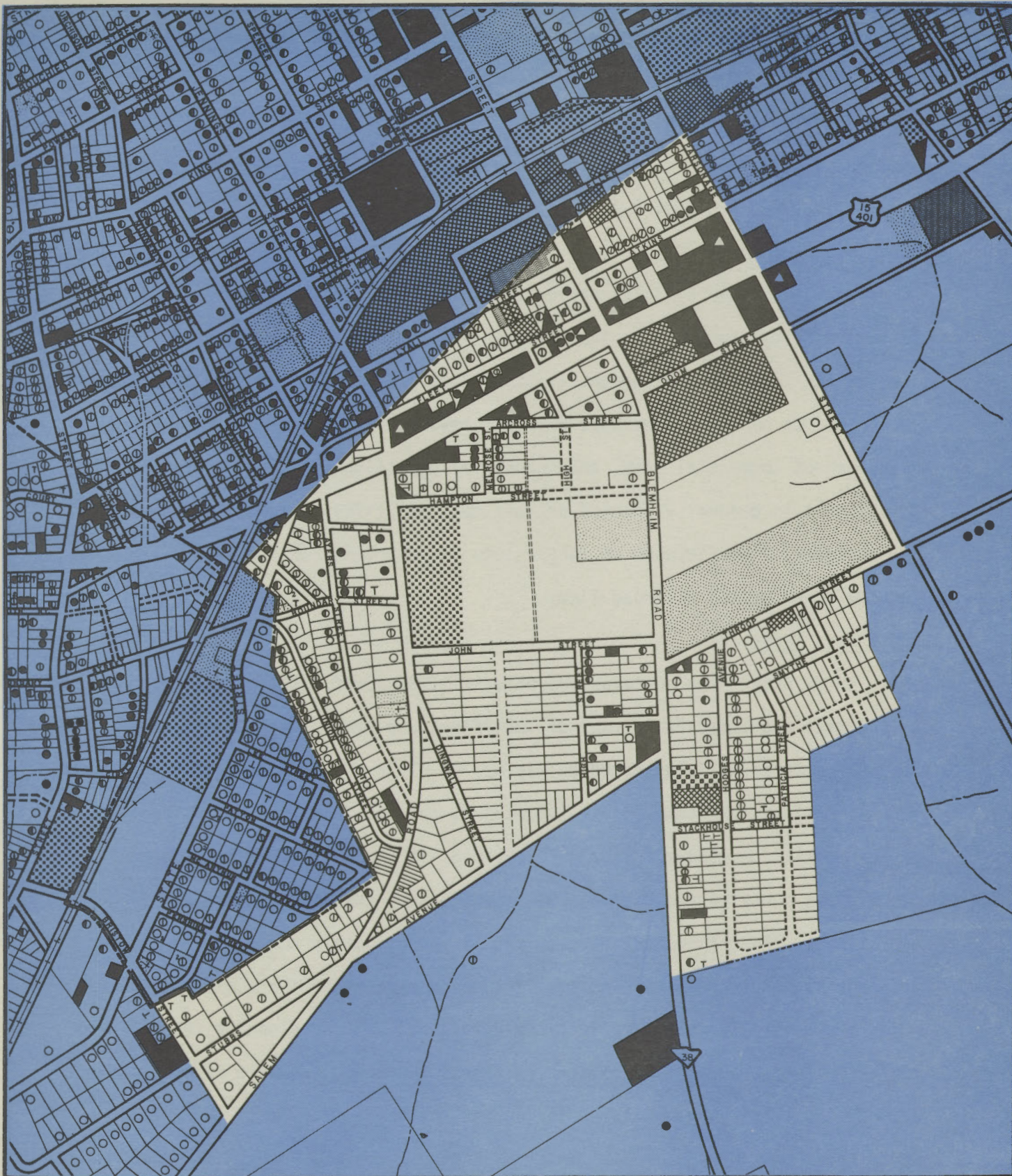
Study Area Two contains approximately 301 acres and is located adjacent to the municipal boundary on the southwest side of the city. Map No. 3 illustrates the land use development in Study Area Two. Development in this study area consists of an intermixture of older residential structures, mobile homes, neighborhood commercial uses, and industrial operations. The older residential development is generally located on lots that are fifty feet or less in width. New residential development on larger lots is restricted to two subdivisions located south of the railroad line.

Study Area Three

Study Area Three contains approximately 285 acres. The area lies south of the city and immediately east of the "Firestone Area." The development in Study Area Three is illustrated on Map No. 4. This area contains an intermixture of residential, commercial, industrial, and public uses. Extensive highway commercial development fronts on the U.S. 15 By-Pass. The area south of the By-Pass contains the Highway Department's Shop and extensive warehousing operations. The residential development is predominately composed of older residential structures. The residential units closest to the municipal boundaries are generally thirty to fifty years of age. The development further from the city limits ranges from fifteen to thirty years old. Mobile homes positioned on individual lots are scattered throughout the study area.

Study Area Four

Study Area Four comprises approximately 235 acres situated south of the city. The area is bounded on the north by the Atlantic Coastline Railroad



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 3
EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- ◐ MINOR REPAIR
- ◑ MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME

- COMMERCIAL
- ▤ WHOLESALE & STORAGE
- ▥ INDUSTRIAL
- ▧ UTILITIES
- ▨ PUBLIC & SEMI PUBLIC

MAP
NO.

4



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 4
EXISTING LAND USE

HOUSING CONDITIONS

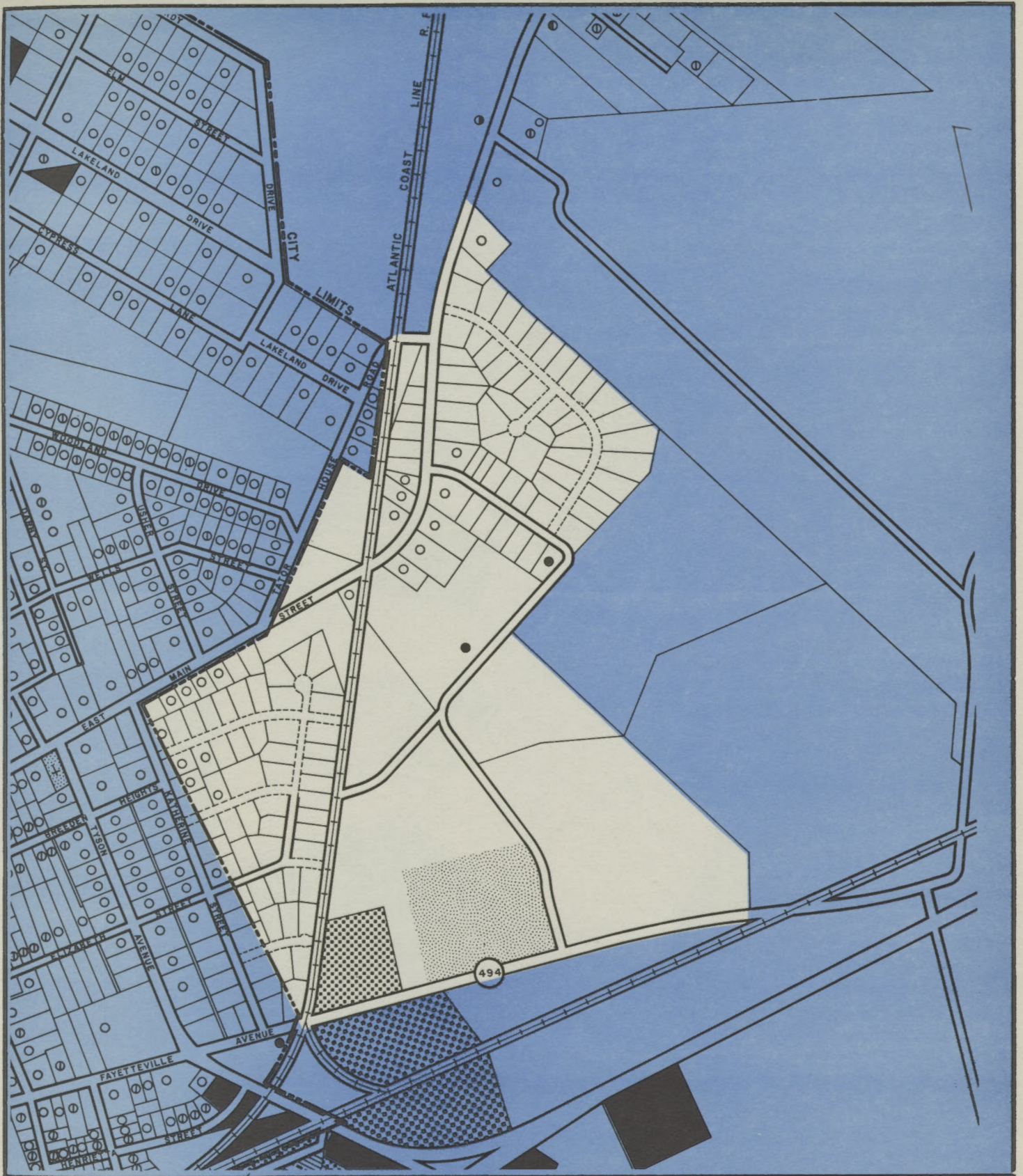
- SOUND
- ① MINOR REPAIR
- MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME



- COMMERCIAL
- WHOLESALE & STORAGE
- INDUSTIAL
- UTILITIES
- PUBLIC & SEMI PUBLIC

MAP
NO.

5



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 5
EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- ① MINOR REPAIR
- MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME

- COMMERCIAL
- WHOLESALE & STORAGE
- INDUSTRIAL
- UTILITIES
- PUBLIC & SEMI PUBLIC

MAP
NO.

6

Right-of-Way, and on the west by Parsonage Street. Map No. 5 depicts Study Area Four. A number of industrial operations are located in the eastern part of this study area. Highway commercial uses and a new shopping center front on the U.S. 15 By-Pass. Two older residential areas are located within the study area. One subdivision, which contains both deteriorating and dilapidated housing, is located south of the By-Pass. The other area, which contains a mixture of commercial and residential development, is located between the By-Pass and the existing city limits.

Study Area Five

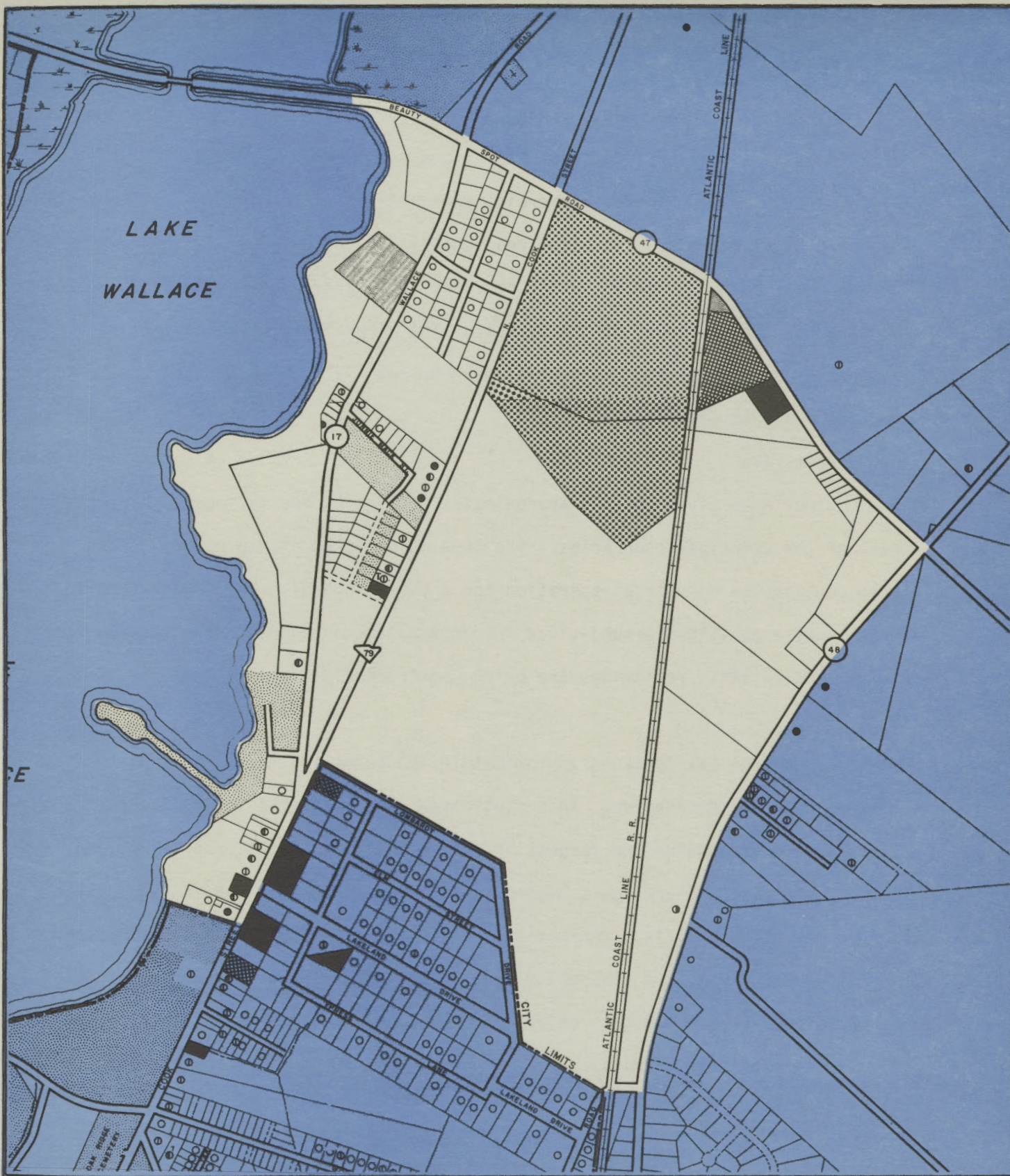
Study Area Five contains approximately 172 acres and is located directly east of the municipal boundaries. The area is depicted on Map No. 6. This area contains an industrial operation and a public school. The vacant land in this study area is being subdivided into quarter acre and half acre lots on which single-family residences are being constructed.

Study Area Six

Study Area Six contains approximately 423 acres and is situated northeast of the municipal boundaries. This study area is illustrated in Map No. 7. Study Area Six contains the largest industrial complex in the urban area, and the adjacent vacant land has a high potential for industrial use. Also located within the study area is a recreation facility operated by the State Wildlife Resources Department. A new subdivision is being developed in the northern part of the study area, and older residential development exists along State Route 79 near the present city limits.

Study Area Seven

Study Area Seven comprises approximately 385 acres located northwest of the present municipal boundaries. Study Area Seven is depicted on Map No. 8.



BENNETTSVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 6
EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- ⊙ MINOR REPAIR
- ⊖ MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME



- COMMERCIAL
- WHOLESALE & STORAGE
- INDUSTIAL
- UTILITIES
- PUBLIC & SEMI PUBLIC

MAP
NO.

7



BENNETTSTVILLE
SOUTH CAROLINA



JUNE 1972

STUDY AREA 7 & 8
EXISTING LAND USE

HOUSING CONDITIONS

- SOUND
- ◐ MINOR REPAIR
- ◑ MAJOR REPAIR
- DILAPIDATED
- T MOBILE HOME

- COMMERCIAL
- ▨ WHOLESALE & STORAGE
- ▧ INDUSTRIAL
- ▩ UTILITIES
- ▤ PUBLIC & SEMI PUBLIC

MAP
NO.

8

This area is being subdivided for single-family residential use and is exhibiting steady residential growth.

Study Area Eight

Study Area Eight comprises approximately 76 acres located adjacent to the Bennettsville High School grounds. Study Area Eight is shown on Map No. 8. This area contains exclusively single-family residential development.

CHAPTER IV

IMPLEMENTING THE PLAN OF SERVICE

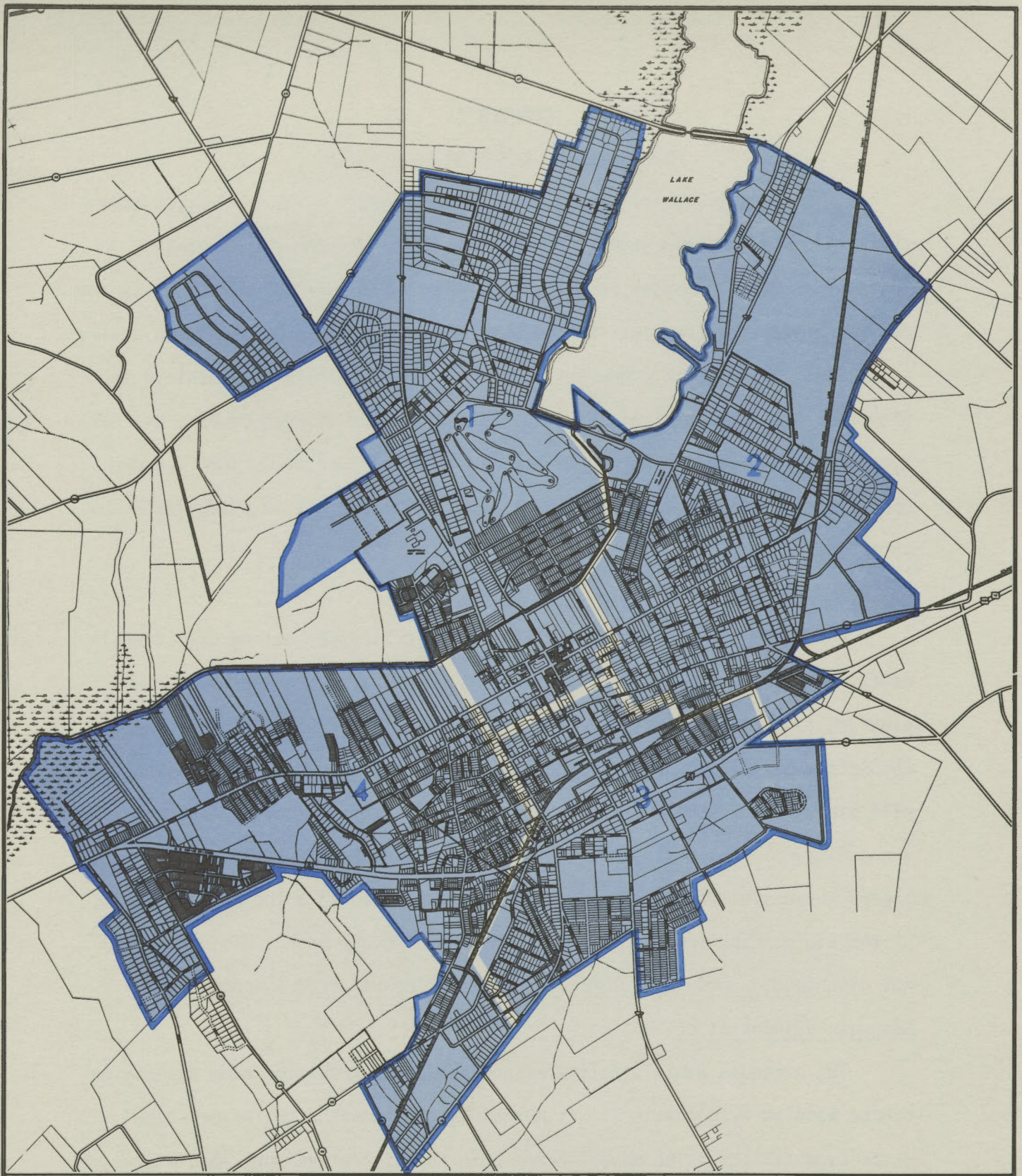
This chapter examines the actual service needs of the annexation area and develops a specific program for meeting those service requirements. The "plan of service" proposed in Chapter II sets forth certain general goals for providing municipal services to the annexed area. To accomplish those goals, a detailed plan must be prepared to determine how the city will achieve the proposed level of municipal services. The following discussion examines each type of service function performed by the city and identifies any expanded operational requirements or capital expenditures that may be necessitated by annexation.

PUBLIC SERVICES

Bennettsville provides a variety of basic services to the city's residents. These services include police protection, fire protection, garbage pick-up, and trash collection. The city operates a recreation program and conducts a building inspection and code enforcement program. This discussion will evaluate the impact of annexation on these public services and define the additional requirements for personnel and equipment created by the expanded responsibilities. Those public services which are the responsibility of the State, Marlboro County, or the Marlboro County School District are not discussed, since these functions will not be affected by annexation.

General Administration

The expanded administrative responsibilities resulting from annexation can be handled by Bennettsville's municipal government with the existing staff capabilities. The major increase in administrative work load will occur in the accounting and billing functions. These additional responsibil-



BENNETTSTVILLE
SOUTH CAROLINA



POLICE PATROL ZONES

MAP
NO.

9

ities can be handled by the existing office force. The Building Inspector should also be able to administer the larger municipal territory without additional personnel.

Police Protection

Bennettsville is presently served by a police force of sixteen full-time officers on detective, traffic-control and patrol duties. In addition, the force is supported by two metermaids, two school guards, two secretaries, and two night-duty radio operators. The city is divided into three patrol zones. An officer in a radio car patrols each area for an eight-hours shift.

The fringe areas of Bennettsville are not patrolled by the city police. These areas are now under the jurisdiction of the Marlboro County Sheriff's Department which has the responsibility for providing police protection to all unincorporated areas of the county. The Sheriff's Department does not undertake regularly scheduled patrols in the fringe areas, but department personnel will respond to calls in the unincorporated areas.

If the developed fringe areas are incorporated into the city, additional demands will be placed on the police department. The annexation would move municipal boundaries an additional 1/4 mile to a mile further from the center of town and would significantly increase the area patrolled. The number of patrol zones should be increased from three to four, and the boundaries of the patrol zones should be redefined to provide compact, reasonably-symmetrical areas which a radio car can efficiently and effectively serve. (Map No. 9 illustrates suggested boundaries for the revised patrol zones.)

Because of the expanded responsibilities, the police force will need additional personnel and equipment. The force needs to be expanded to nineteen patrolmen to provide adequate personnel for four patrols on the basis of

three 8-hour shifts. In addition, the increased population and area will necessitate an additional detective on the force to handle the expanded investigative work load. This level of staffing would provide a ratio of 1.9 full-time officers for each 1000 persons, if annexation occurs. That would compare favorably with the national median number of full-time uniformed police personnel in cities of similar size to Bennettsville. Across the nation, the median for cities of 10,000 to 25,000 population is 1.5 per 1000 population.* The police department will also need two additional police cars with the appropriate radio equipment. The expanded police force would cost approximately \$34,320 a year in additional salaries. The two police cars will cost approximately \$6,200 with an additional \$1,000 required for radio equipment.

The initial and annual cost for personnel and equipment cannot be readily assigned to individual study areas. For the purposes of this study, the projected expenditures for police protection in the annexation area will be allocated to the individual study areas on a per capita basis. However, it should be remembered that increased costs for police protection would occur with any significant expansion of the municipal boundaries. Annexation of even part of the proposed study areas will require realignment of the existing patrol zones and expansion of the force to provide for an additional patrol zone.

* The International City Management Association, The Municipal Year Book 1970 (Washington, D.C.: The Association, 1970). pp. 447-449.

Fire Protection

All cities receive a rating for fire insurance based on the quality of their fire defenses. The fire protection facilities are graded on the basis of the "Standard Schedule for Grading Cities and Towns" established by the National Board of Fire Underwriters. Factors that are evaluated by the rating agency when determining a city's classification include (1) the water system, (2) the fire department, (3) the fire alarm system, (4) the fire prevention program, (5) the building inspection and code enforcement program, and (6) the structural characteristics of the central business district.

Present Insurance Rating. Bennettsville has grown significantly since the city received a Class 6 rating in the 1964 inspection by the Insurance Services Office. Without considering the impact of annexation, the population of 7,468 persons recorded for the city in the 1970 Census necessitates certain changes in the Fire department. A city of this size would require two fire companies and a minimum of three full-time paid firemen on duty at all times to maintain a Class 6 rating. Since the Fire Department does respond to calls outside the city, the department will need a fourth man on-duty at the station when a fire company is responding to a call. This fourth man could be an off-duty fireman who would be "on-call" to report to the fire station if there was a fire. The minimum staffing would be six full-time paid firemen with a work schedule of twenty-four hours on-duty and twenty-four hours off-duty. This would involve approximately \$34,320 annually in salaries. If the firemen are scheduled to work twenty-four hours and have forty-eight hours off, the department would need a staff of nine men. This would cost \$51,480 annually in salaries.

Because of the age of existing equipment, the department needs to purchase a new pumper. At a minimum, the fire truck should have a midship two-stage pump with a 750 gallon-per-minute pumping capacity. A 1000 GPM pumper would be preferable for a city the size of Bennettsville. A new 750 GPM pumper, including a pump, basic chassis, and standard equipment required by the National Board of Fire Underwriters, would cost approximately \$18,000; and a 1000 GPM pumper, similarly equipped, would cost approximately \$19,500. These prices do not include hose, emergency equipment, or similar moveable equipment which the department can transfer from one truck to another. Within five years, the department will also need to acquire another pumper to replace obsolescent equipment.

These various expenditures for salaries and equipment are the minimum required to maintain the city's present rating. The information was obtained from the Insurance Services Office, Columbia, South Carolina, which is responsible for inspecting the municipal fire defenses in South Carolina. This data is provided as a basis for the following discussion on the annexation area's requirements for fire protection. The existing requirements for upgrading the Fire Department are not directly related to the annexation program. Therefore, these salary and equipment cost should not be attributed to the annexation program.

Impact of Annexation. A key question in annexation is the action which should be taken by Bennettsville to maintain the city's fire insurance rating. The staffing of the department, the level of training of personnel, the adequacy of fire department apparatus, and the availability of the water supply for fire fighting are the primary points to consider in relationship to Bennettsville's annexation program.

If the fringe areas are annexed, the city's increased population and

land area would necessitate expansion of the Fire Department's paid staff and improvements in the fringe areas' water supply. With the increased population, the department should have a minimum on-duty strength of four paid firemen at all times. If firemen work a twenty-four hour on-duty and a twenty-four hour off-duty schedule, this would mean \$11,440 in annual salary cost above the city's existing requirement. If the firemen are scheduled to work twenty-four hours and be off duty for forty-eight hours, the salary cost above existing requirements would be \$17,160 annually.

Two fire companies would still be adequate after annexation to meet the needs of the expanded population of the city. Therefore, additional equipment would not be required by the department to serve the annexation area.

A staff engineer of the Insurance Services Office reviewed the proposed improvements recommended in the Harwood Beebe Company's water and sewer study for Bennettsville. If the improvements are implemented as recommended, the annexation area would have an adequate "fire flow". The water system required in the annexation area, including location and sizing of water lines and the provision of fire hydrants, is discussed in detail in this chapter under the heading "Water System".

The other factors considered in establishing the city's rating will not be significantly altered by annexation of the fringe areas. The city's fire alarm system works on the principle of an emergency call being placed through the telephone exchange to a telephone located in the Fire Station. Since firemen are on duty twenty-four hours a day at the Fire Station, the effectiveness of this procedure would not be altered by annexation. Also the city's fire prevention program, building inspection program, and code enforcement program can be extended to the annexation area without altering the existing staffing.

Solid Waste Disposal

Inadequate provision for solid waste disposal in a developed area can result in serious vector control and public health problems. The fringe areas of Bennettsville are not presently served by any form of garbage or refuse collection service. The county is exploring the possibility of positioning metal containers at selected locations for the convenience of the residents in the unincorporated areas. However, residents in the unincorporated fringes of Bennettsville are at present responsible for disposing of their own solid wastes.

If the fringe areas were annexed, the same garbage and trash collection policy would be implemented in the annexation area that is in effect for the existing incorporated area. In residential areas, garbage would be collected twice a week, and trash collection would be scheduled once a week. Commercial establishments would be required to maintain a designated type of metal bulk-refuse container which would be emptied on a regular schedule by a truck with an automated lift and dumping mechanism (Dempster Dumpmaster).

Because of expanded responsibilities, caused by annexation, the Street and Sanitation Department would need to increase its staff, obtain additional equipment, and reorganize existing operations. A capital expenditure of \$30,000 would be required for initial equipment acquisition. The expanded solid waste collection responsibilities created by annexation would necessitate an annual expenditure of \$38,688 for additional personnel.

Residential Pick-up. To serve the annexation area, the city would have to establish an additional pick-up route for the residential areas. The establishment of a new garbage collection route would require the employment of five additional men. This would result in approximately \$19,136 in additional

personnel cost annually for residential garbage pick-up. The new route would necessitate the acquisition of another "garbage train" consisting of a truck and three cars which would cost approximately \$5000. Assignment of cost to the individual study areas has been made on a per capita basis.

Pick-up For Commercial Establishments. The pick-up of solid waste from commercial establishments in the annexation area, using the containerized system, would necessitate the establishment of another route. The city would need to acquire another truck that could empty bulk-refuse containers. A truck with a Dumpmaster unit, having 4500 lbs. lifting arms and a 25 cubic yard storage capacity (DP 45-DB25C), would cost \$25,000. The truck would require a crew of two men. This would be an additional personnel cost of \$7904. annually. Cost for pick-up from commercial establishments has been assigned to the individual study areas on the basis of the number of commercial establishments located within the area.

Trash Collection. Trash collection within the expanded city limits would require one additional full-time crew, which would necessitate the employment of three additional men. This would be an annual expenditure of \$11,648. The expanded trash collection service could be performed with existing equipment. The cost for this service has assigned to the individual study areas on the basis of population.

Open dumping is a problem in the fringe areas. This problem appears to result from the reluctance of persons to carry their trash to the available public dump. Adding to this problem is the arbitrary abandonment of automobiles, household appliances, and similar residential or commercial wastes in available ditches or fields. A regularly-scheduled trash pick-up will eliminate much of this problem in the future. However, the city will

also need to initiate strict enforcement of health and nuisance laws against open dumping and the abandonment of discarded equipment and appliances. Property owners in the fringe areas should be encouraged to clean-up existing problem areas. The city has the power through legal measures to ensure that corrective action is taken. The clean-up of public lands and rights-of-way can be handled by employees of the Street and Sanitation Department within the normal scope of their work.

Recreation Program

Annexation of the fringe areas will not have a significant impact on the city's recreation program or necessitate alteration of existing plans for improvement of public recreation facilities. The recreation program that is operated by the city has activities for all age groups and serves everyone in the Bennettsville area. Since no distinction is made between city residents and residents from the unincorporated areas, extension of the city boundaries will not alter the fringe area resident's eligibility to participate in the recreation activities. Therefore, annexation will not create an increased demand on the city's recreation program.

It is the goal of the city, as stated in the Community Facilities Plan, to improve recreation facilities to provide greater recreational opportunities for the entire community. However, initial priority should be placed on the up-grading of existing recreation facilities. The present level of development in the fringe areas does not justify development of additional parks or facilities at this time. As development increases in the fringe areas, land for neighborhood parks should be acquired as proposed in the Community

Facilities Plan. This type of land acquisition and improvement program should be implemented as part of the overall Capital Improvements Program and Budget of the city.

PUBLIC UTILITIES

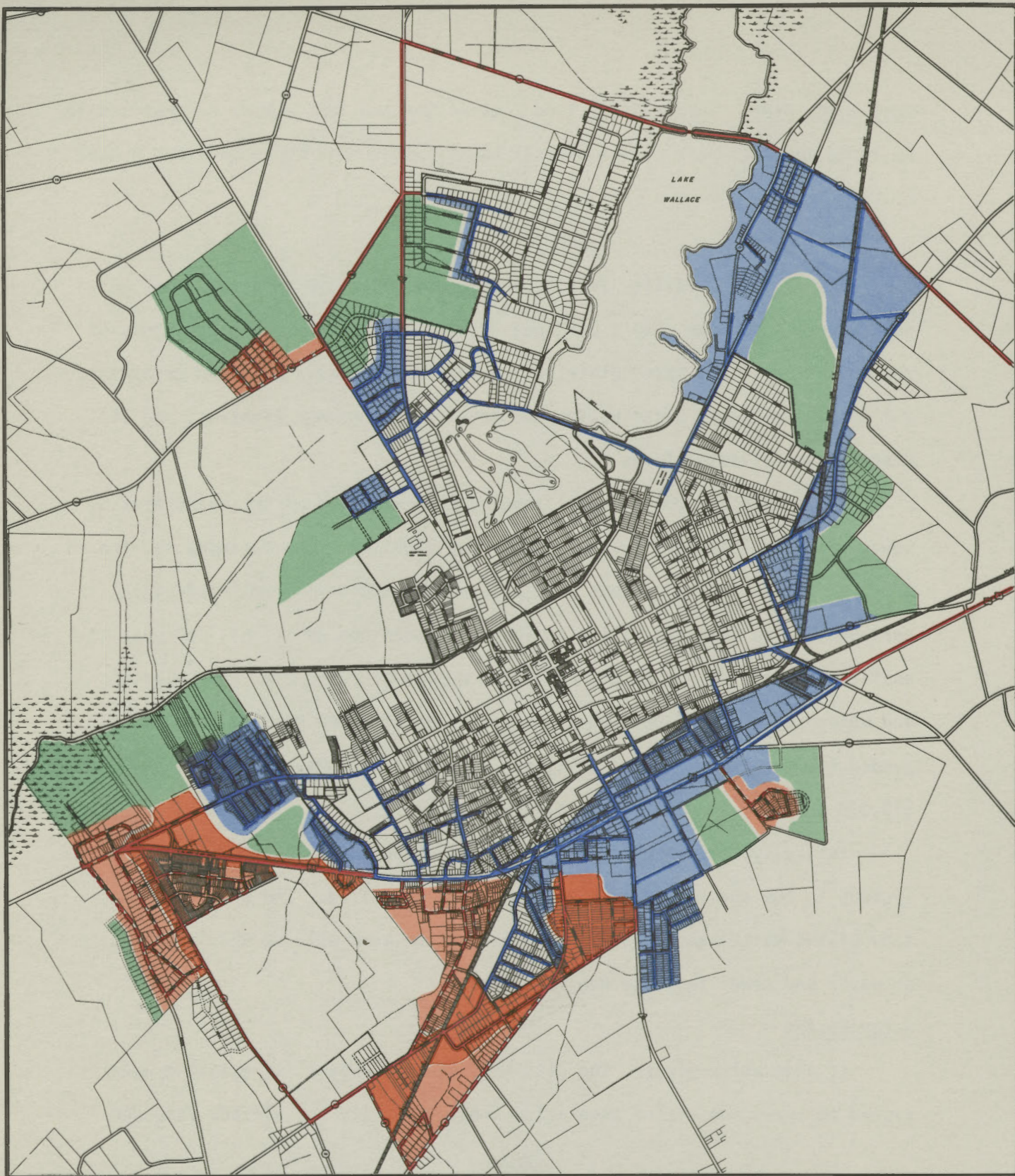
The municipal utility systems in Bennettsville are combined under unified management. The city's Combined Utility System has four major areas of responsibility: (1) water distribution, (2) sewage collection and treatment, (3) electrical power distribution and provision of street lighting, and (4) distribution of natural gas.

The annexation program will involve the extension of the water system, sewer system, electrical system, and street lighting. The expanded service areas of these utility systems will necessitate additional administrative personnel. The Combined Utilities Fund will need one additional employee to assist with billing due to the increased number of customers. The electric and water systems will need an additional team of meter readers for the expanded service area. These additional personnel will mean approximately \$13,000 annually in additional salary costs.

Initially, there should be minimum maintenance costs, since the utility systems in the annexation area will be newly installed. The principal function of the maintenance crews in the annexation area will be the installation of water and sewer taps for new customers.

Water System

If annexation occurs, the city will need to expand its existing water system to serve the entire annexation area. The city has already extended



BENNETTSTVILLE
SOUTH CAROLINA

0 500 1000 1500 2000
SCALE IN FEET

WATER SYSTEM

- EXISTING SERVICE AREA
- AREA TO BE SERVED BY LINES PROPOSED IN WATER AND SEWER STUDY
- REMAINING DEVELOPED LAND
- UNDEVELOPED LAND
- EXISTING WATER LINES
- LINES PROPOSED IN WATER AND SEWER STUDY
- ADDITIONAL WATER LINES REQUIRED

MAP
NO.

10

the system to serve parts of the unincorporated fringe areas that are under consideration. However, annexation would bring a significant number of potential customers inside the municipal boundaries.

In 1969, Harwood Beebe Company, Consulting Engineers, developed a detailed study of the Bennettsville water system and proposed a three-phase plan of improvement.* These proposed improvements were planned to meet the water consumption requirements for the entire Bennettsville planning area and were based on projected growth for a thirty year period. The improvements in the distribution system proposed by the study for Phase I have already been completed. The improvements in the system required for annexation would involve implementation of certain elements of the system proposed in Phase II and III. These improvements would create a basic distribution system which would be adequate to supply the needs of existing residential development and projected growth for the immediate future in the fringe areas.

The following improvements, noted in the Harwood Beebe study, would be essential to provide an adequate water supply to the annexation area:

(1) Extension of the 10" line along the By-Pass from Fletcher Avenue to the intersection with West Main Street and along West Main Street to Court Street, Phase II, estimated cost - \$39,127;

(2) Installation of a 12" line along Highway 38 from the termination of the existing line to Stubbs Avenue and along Stubbs Avenue to the railroad (5200'), and installation of an 8" line along Salem Road to Stubbs Avenue, (2320'), Phase II, estimated cost - \$52,800.

* Harwood Beebe Company, Bennettsville Water and Sewer Study (Florence: the Company, December, 1968.)

(3) Installation of a 12" line, proposed for Phase III, along those sections of Redhill Road (2960') and Brushy Bay Road (3280') that are within the annexation area (the two lines may be extended to join and form a complete loop when further development occurs in the area), estimated cost - \$48,048; and

(4) Extension of a 12" line along Highway 9 from the termination of the existing 12" main to the intersection with State Route 330 (1100'), partial completion of an element of Phase III, estimated cost - \$7700.

The projected cost for these distribution system improvements would be approximately \$147,675. This estimated cost is an "in-place" figure which includes materials, labor, engineering, pavement cutting and repair, and an additional 10% for contingencies.

The Harwood Beebe study noted that the sequence of implementation for Phase II and III could vary depending on the growth trends in the fringe areas. Development of elements Phase III before certain improvements suggested for Phase II is warranted by the rapid growth that has occurred on the Northwest and Southwest sides of the city. At this time, development is not occurring on the North and Northeast sides of the city in the vicinity of Beauty Spot Road. Creation of an outer loop by the extension of a 12" line along Highway 38, Beauty Spot Road and US 15 By-Pass can be delayed until further development in those areas occurs.

In addition to the main distribution lines detailed in the Harwood Beebe study, a network of smaller lines would be needed to serve the residential development in the individual neighborhoods. The cost estimates provided in the Harwood Beebe study do not include installation of these smaller 6" lines which would serve development in existing subdivisions. The projected cost

of this secondary network is approximately \$179,168. This estimate assumes an overall cost of \$4 per linear foot, including pipe, valves, labor, pavement cutting and repair, engineering, and 10% for contingencies. Map No. 10 illustrates the areas that are served by the existing water system and the areas that would be served by the proposed distribution system. The following table provides a break-down of the cost of the water system improvements by study area.

TABLE 5

ESTIMATED COST OF WATER DISTRIBUTION SYSTEM IMPROVEMENTS

Study Area	1	2	3	4	5	6	7	8	TOTAL
12" Lines	\$ 22,792	\$36,344	\$28,952	-	-	-	\$ 7,700	-	\$ 95,788
8"&10" Lines	\$ 39,127	-	\$12,760	-	-	-	-	-	\$ 51,887
6" Lines	\$ 81,312	\$61,336	\$ 4,840	\$14,080	-	-	\$17,600	-	\$179,168
Total	\$143,231	\$97,680	\$46,552	\$14,080	-	-	\$25,300	-	\$326,843

Approximately ninety-two additional fire hydrants should be installed in the annexation area to ensure the availability of an adequate water supply for fire protection. Thirty-fire hydrants already exist in the areas being considered for annexation. The estimated cost of the additional fire hydrants, including materials and labor, would be approximately \$41,400. The following distribution of fire hydrants in the various study areas is based on the existing level of development. As additional subdivisions are created, fire hydrants should be installed in those developments at the expense of the developer. The expenditure for installation of additional fire hydrants has been tabulated as part of the total capital expenditure for water system im-

provements presented in the cost summary tables for the individual study areas (Tables 19 through 26).

TABLE 6

FIRE HYDRANTS

Study Areas	1	2	3	4	5	6	7	8	TOTAL
Existing	0	3	7	5	4	6	4	1	30
Additional Required	24	18	18	8	1	7	8	8	92
Estimated Cost	\$10,800	\$8100	\$8100	\$3600	\$450	\$3150	\$3600	\$3600	\$41,400

Sewer System

The construction of a sewer system in the fringe areas will be the single largest capital expenditure that the city will need to undertake in an annexation program. The city has extended sewer lines into those parts of Study Areas 2, 3, 4, 5, 6, and 8 adjacent to the municipal boundaries. However, development in most of the annexation area depends on either septic tanks or pit privies.

The city should provide public sewerage service in all parts of the annexation area which have substantial urban development. Wide areas on the fringes of Bennettsville have severe soil limitations for septic tanks due to flood hazards, high water tables, or low soil percolation rates. Especially on the south and southwest sides of the city, septic tanks and pit privies pose serious health problems because of the soil conditions. It is imperative that a public sewer system be provided in the more densely developed sections of Study Areas 1, 2, 3, 4, 5, and 6, to eliminate this health hazard. As a higher density of development occurs in the remainder of

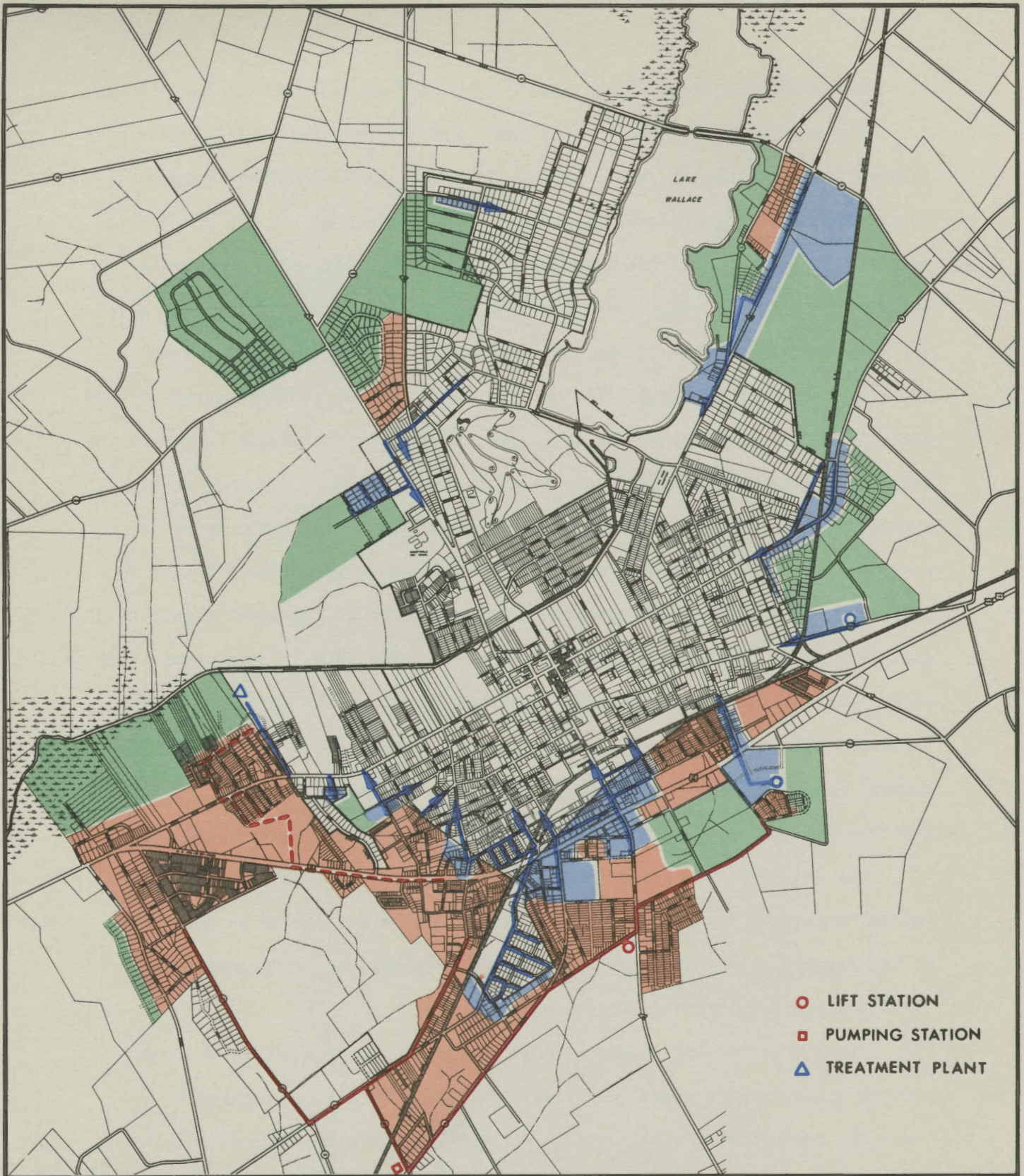
the annexation area, sewer lines should also be extended to serve those areas.

The soil conditions on the northwest side of the city are generally more favorable for the use of septic tanks. If used with discretion and properly controlled, septic tanks could temporarily serve the needs of the low-density residential development in the northern part of Bennettsville. As further subdivision occurs in this area, the private developers should install collector lines in their subdivisions and tie-in with the existing city system.

Proposed Improvements. The Harwood Beebe Company study prepared in 1968 also evaluated requirements for expansion of the city's sewerage system on the basis of thirty-year projections. At that time, the study recommended that a second treatment plant be located south of the city to serve the watershed draining south toward Muddy Creek. Recent standards, established by the Pollution Control Authority concerning the discharge of treatment plant effluents into water courses, make this alternative unfeasible. The streams south of Bennettsville do not have sufficient flow to accept the discharge from a treatment plant. Therefore, the staff of the Harwood Beebe Company, at the request of the Office of Planning, developed a revised plan for the collection and treatment of sewage within the watershed on the south side of the city.

The following discussion, which specifically deals with the sewage collection system in the annexation area, should be considered an amendment to the Bennettsville Water and Sewer Study. The various improvements proposed in this discussion are illustrated on Map No. 11.

The concept of the "Grace Heights" Outfall, proposed in the original Harwood Beebe Company study, was retained. This outfall was planned to serve the eastern part of Study Area 1 and the section of Study Area 2 north



BENNETTSVILLE SOUTH CAROLINA



- AREA SERVED BY EXISTING SYSTEM
- DEVELOPED AREA REQUIRING A PUBLIC SEWER SYSTEM
- UNDEVELOPED LAND AND DEVELOPED AREAS THAT CAN ADEQUATELY BE SERVED BY SEPTIC TANKS
- EXISTING SEWER LINES
- OUTFALL LINE PROPOSED IN WATER & SEWER STUDY
- ADDITIONAL INTERCEPTOR LINES REQUIRED

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NO.**

11

of the US 15 By-Pass. The line would run from the existing plant along Hall Street and Court Street to West Main Street, then from West Main Street to the By-Pass and along the By-Pass to McRea Street. The estimated cost of this outfall, including 10% for contingencies, was approximately \$79,200.

The sections of Study Areas 1, 2, 3, and 4 south of the U.S. 15 By-Pass comprise two watersheds which drain south toward Muddy Creek. The staff of the Harwood Beebe Company recommended that this area be served by a pumping station that would pump the waste water through a force main to the Grace Heights Outfall. The outfall could then provide "gravity flow" to the existing waste treatment plant. The pumping station, which would be located in the vicinity of the Salem Road - State Route 481 Intersection, should have a pumping capacity of 700 gallons-per-minute to handle peak loads. The estimated cost of the pumping station is \$55,000, which includes engineering, construction, and 10% for contingencies. The 12" force main would be approximately 11,200 feet long and cost approximately \$78,400 to construct. This is based on an estimated cost of \$7 per linear foot for installation of 12" iron pipe.

The following improvements should be constructed to form a basic system of interceptor lines in Study Areas 1, 2, 3, and 4 to carry the waste water flow to the pumping station:

(1) Installation of a 10" interceptor line along Throop Street to Blemheim Road (Highway 38) and along Blemheim Road to a lift station located in the vicinity of the Blemheim Road - Stubbs Avenue Intersection. The total length of this interceptor line would be approximately 3810 feet. The estimated cost of the line would be approximately \$41,910, which includes 10% for contingencies. The lift station, which should have a 200 gallon-per-minute pumping capacity, will cost approximately \$27,500, including 10% for contingencies.

(2) Installation of a 10" interceptor from the Blemheim Road - Stubbs Avenue lift station to the Salem Road pumping station. This interceptor, which would be approximately 7100 feet in length, would run along Stubbs Avenue and Salem Road. The estimated cost of this line, including 10% for contingencies, is approximately \$78,100.

(3) Installation of a 10" interceptor line along Marshall Street, Redhill Road, and State Route 481 to the Salem Road pumping station. The line, which would be approximately 5850 feet long, would cost approximately \$64,350.

(4) Installation of a 10" interceptor along Brushy Bay Road and Redhill Road to intersect with the Marshall Street - Redhill Road interceptor. This interceptor line would be approximately 6400 linear feet and would cost approximately \$70,400.

Within the individual neighborhoods, 8" collector lines should be installed to serve the existing residential and commercial development. It is estimated that approximately 69,470 linear feet of collector lines will be required to serve the entire annexation area. The estimated total cost for construction of these collector lines is approximately \$611,336. The number of linear feet of collector lines required for the annexation area was determined by estimating the approximate number of linear feet of line required in each study area on the basis of existing development and linear feet of street frontage.

Summary of Estimated Costs. The total estimated cost for all sewer system improvements in the annexation area is approximately \$1,106,196. This estimated cost includes \$79,200 for the Grace Heights Outfall, \$133,400 for the Salem Road pumping station and force main, \$27,500 for the Blemheim Road - Stubbs Avenue lift station, \$254,760 for interceptor lines, and \$611,336 for

collector lines. The capital expenditure for interceptor lines is based on a projected construction cost of \$10.00 per linear foot. The estimate for collector lines is based on a projected cost for construction of \$8.00 per linear foot. These estimates include the cost of engineering, labor, materials, manholes, and pavement cutting and repair. The estimates for the interceptor lines and collector lines also include an additional 10% above basic construction cost. This additional factor is included to provide for unexpected engineering or construction problems.

The following table provides for each study area a summary of cost for installation of the recommended sewer lines. The table does not include the cost of the lift station, pumping station, or force main which should be prorated between all the study areas that these facilities serve.

TABLE 7
EXPENDITURES FOR SEWER LINES

Study Area	1	2	3	4	5	6	7	8
Outfall Line	\$54,120	\$ 25,080	-	-	-	-	-	-
Interceptor Lines	\$70,400	\$103,950	\$ 55,990	\$24,420	-	-	-	-
Collector Lines	\$228,888	\$129,272	\$121,528	\$66,176	-	\$17,600	\$47,872	-
Total	\$353,408	\$258,302	\$177,518	\$90,596	-	\$17,600	\$47,872	-

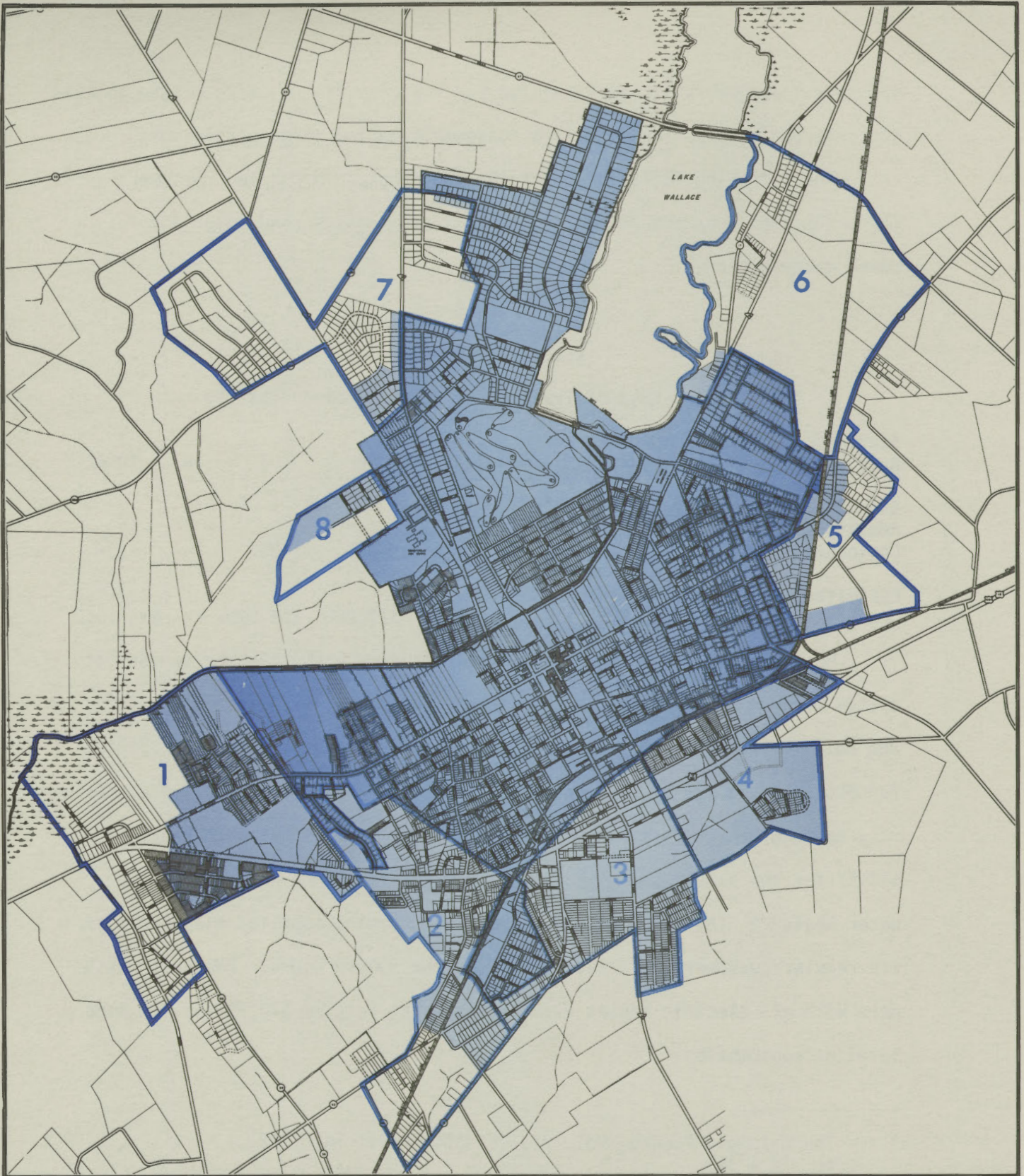
Municipal Policy On Sewer Taps. The city should require property owners to hook-up to the sewer line when the city brings the service into the neighborhood. To prevent the mandatory sewer tap from creating a financial hardship for the residents, the city could offer the resident the options of either (1) paying the full amount of the \$150 tap fee initially, (2) paying the amount

over a twelve month period in monthly installments of \$12.50, or (3) extending the payments over twenty-four months with installments of \$6.25 paid monthly. The monthly billing could be automatically included on the individual customer's water bills. For families with incomes below the poverty level, the tap fee could be reduced to the basic cost of the materials.

Electrical System

The distribution of electrical power to residential consumers offers entirely different problems for an annexation program than other types of utilities. Responsibility for electrical power distribution to residences in the fringe areas is divided between the Bennettsville Light and Water Department, the Marlboro Electric Co-operative, and the Carolina Power and Light Company. The problem, therefore, is the transition of responsibility from the existing distributor to the city system. Map No. 12 indicates those areas that are served by the city's electrical distribution system and those parts of the annexation area which are presently the responsibility of one of the other distributors.

The City should take over the power distribution system in the annexation area because: (1) it is more convenient for the residents to have all utility and service needs provided by one governmental unit, and (2) the city needs powerlines and utility poles in those areas to provide street lighting. The Light and Water Department will have to reimburse the present distributor for the power distribution system and for each customer which is taken over. The reimbursement cost for a customer will be equivalent to 2 1/2 times the gross annual revenue derived by the distributor. Responsibility for supplying power to industrial users, which are served by the Carolina Power and Light Company, would not be assumed by the city system. The reimbursement for



BENNETTSVILLE
SOUTH CAROLINA



ELECTRICAL SERVICE

- STUDY AREA BOUNDARIES
- AREA SERVED BY CITY SYSTEM
- EXISTING INCORPORATED AREA

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industrial customers is too expensive for the city system to undertake because the cost can not be recovered in a reasonable period through revenues.

The following table indicates the existing and projected customers in the annexation area and the projected cost of assuming responsibility for power distribution.

TABLE 8
ELECTRICAL SYSTEM:

Estimated Cost of Transfer of Service Responsibility									
Study Area	1	2	3	4	5	6	7	8	TOTAL
Estimated Additional Customers	107	34	-	-	1	36	26	-	204
Estimated Cost	\$80,250	\$25,500	-	-	\$750	\$27,000	\$19,500	-	\$153,000

Most residential customers will benefit from a change-over to the city system because of the difference in rates between the suppliers. The Light and Water Department supplies power to its customers at the rate of \$11.96 for 500 Kilowatt Hours. The Marlboro Electric Co-operative provides electricity to regular residential customers at \$14.82 for 500 Kilowatt Hours or \$13.57 for the same level of consumption, if a residence has an electric water heater.* The Carolina Power and Light Company supplies electricity to its regular customers at a rate of \$12.46 for 500 KW hours. However, customers with all electric houses receive a special rate of \$10.78 for the same level of consumption.*

* The Columbia Record, Vol. 77, No. 304, April 14, 1972, pp. 1A & 3A.

Street Lighting

Street lighting is essential in developed urban areas for public safety. Adequate street lighting aids police protection, facilitates pedestrian movement, and increases traffic safety.

The Light and Water Department is installing 175 Watt Mercury Vapor lights at all new locations and changing over from incandescent lights in areas already being served. New street lights installed in the annexation area would be of the mercury vapor type. To provide adequate levels of lighting, in developed residential areas, these fixtures should be spaced approximately 200 feet apart. In commercial districts and other areas subject to high traffic volumes or frequent pedestrian use, street lights should be located closer together. At a minimum, street lights should be located at every intersection.

The following table indicates the approximate number of street lights that are located in the study areas and the number of additional fixtures that will be required. The projected requirement for street lighting is based on the existing street pattern and present levels of development. The estimated initial cost includes both the cost of the lighting fixtures and the cost of installation. A 175 Watt mercury vapor street light fixture costs \$27.00. Where a power line and pole already exist, it would cost approximately \$13.00 to install this type of street light. At the present rates for electric power, it costs approximately \$.50 per month to maintain a street light in operation. This would create an annual expense of \$1404. to maintain and operate the proposed additional street lighting required in the annexation area.

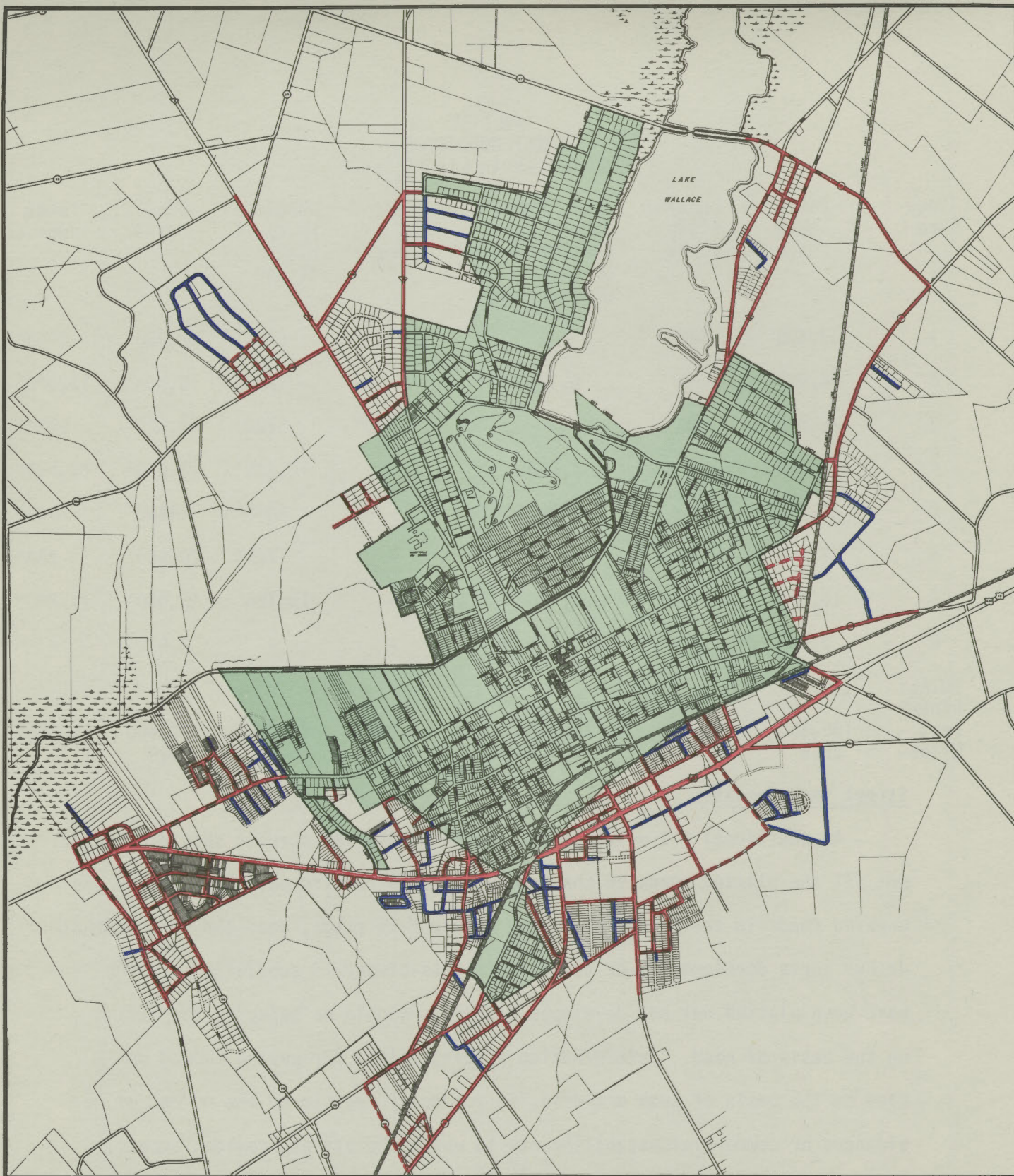
TABLE 9
STREET LIGHTING

Study Area	Existing Street Lighting	Additional Fixtures Required	Estimated Initial Cost
1	14	57	\$2280
2	12	47	\$1880
3	13	52	\$2080
4	7	25	\$1000
5	9	6	\$ 240
6	1	23	\$ 920
7	0	22	\$ 880
8	2	2	\$ 80
<hr/> TOTAL:	<hr/> 58	<hr/> 234	<hr/> \$9360

Street System and Storm Drainage

The street improvement, street maintenance, and storm drainage maintenance responsibilities in the annexation area are shared by several levels of government. These functions are, therefore, discussed separately from the other governmental activities and services which are required in the fringe areas of Bennettsville.

In the fringe areas being considered for annexation, there are approximately 37.4 miles of highways, streets, and roads. This street system is illustrated on Map No. 13 with the category of the individual streets noted by maintenance responsibility and condition. Approximately 11.6 miles of this road network is unpaved. The State Highway Department has 2.5 miles of streets scheduled for paving or under construction at this time. Once those street improvements are completed, approximately 9.1 miles of unpaved streets, roads, and dedicated rights-of-way will remain in the annexation area. Table 10, presented on the next page, offers a breakdown of the categories of streets and roads by study area.



BENNETTSTVILLE **SOUTH CAROLINA**



STREET SYSTEM

- EXISTING INCORPORATED AREA
- PAVED STATE ROADS
- PAVED LOCAL STREET
- STREET SCHEDULE FOR IMPROVEMENT OR UNDER CONSTRUCTION
- UNPAVED STREET AND ROADS
- PLATTED STREET

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TABLE 10
STREET CONDITIONS
(Distances in Linear Feet)

Study Area	Paved State Roads	Unpaved State Roads	State Roads Scheduled For Improvement Or Under-Construction	Paved Local Streets	Unpaved Local Rights-of-Way	Total Paved	Total Unpaved
1	32,400'	320'	-	-	6440'	32,400'	6760'
2	18,800'	400'	4,160'	-	9280'	18,800'	13,840'
3	26,800'	800'	-	1,040'	5120'	27,920'	5920'
4	13,600'	-	3,280'	-	10,320'	13,600'	13,600'
5	4,480'	-	2,800'	-	4240'	4480'	7040'
6	20,560'	-	-	-	720'	20,560'	720'
7	16,050'	-	3,120'	-	10,160'	16,080'	13,280'
8	2,560'	-	-	-	-	2,560'	-
TOTAL: Linear Feet - Miles-	135,360' 25.6	1520' .3	13,360' 2.5	1,040' .2	46,280' 8.8	136,400 25.8	61,160' 11.6

Street Improvements

An additional 4.2 miles of the remaining unpaved streets should be paved. Not all the platted roads in the annexation area require paving. Most of the unpaved roads in the fringe areas are either farm roads, dead-end streets that do not serve development, or dedicated rights-of-way in subdivisions which have been platted but not developed. Streets should be selected for paving on the basis of need. Determination of eligibility for paving should be made on the basis of such criteria, as volume of traffic or the number of residences or commercial establishments to which the street provides access. Roads that do not provide access to development, driveways providing access

to single residences, and streets in undeveloped subdivisions should not be paved at public expense. The following table notes the present paving requirements in each study area and the estimated cost of improvement.

TABLE 11
REQUIRED STREET IMPROVEMENTS

Study Area	1	2	3	4	5	6	7	8	Total
Linear Feet of Street Requiring Improvement	4800'	8480'	3840'	4360'	-	720'	-	-	\$ 22,200
Estimated Cost	\$27,300	\$48,300	\$21,900	\$24,900	-	\$4200	-	-	\$126,600

In South Carolina, the State Highway Department undertakes most secondary road and street paving projects. State funds for paving secondary roads are divided between the various counties on a formula basis. In each county, the county delegation to the State Legislature determines which streets and roads should be paved. The primary concern, therefore, is that the Bennettsville area receive a proportionate share of these available funds for its local paving requirements. The most effective means of achieving this goal is for the city administration to coordinate with the county delegation on the city's street paving requirements and to prepare and annually submit to the county delegation a listing of street improvement needs and priorities. The city administration could also improve the effectiveness of their efforts by publicizing their proposals so the entire community understands the city's needs and the utilization of available resources.

Street Maintenance

The majority of the streets and roads in the fringe areas are State-maintained. If annexation occurs, those roads which are not State-maintained

would become part of the city's jurisdiction. There are approximately 0.2 miles of paved streets in the fringe areas which would be the city's maintenance responsibility. The approximately 4.2 miles of local streets, which were noted as requiring paving, will also require periodic maintenance until they are paved. The remaining 4.6 miles of unpaved right-of-way is not actually part of the functional transportation network at this time and does not require public maintenance.

The Street and Sanitation Department, if expanded as recommended, would have the internal capability for maintenance of the approximately 4.4 miles of local streets for which the city would assume responsibility. Since maintenance of the limited system that falls within the city's jurisdiction does not require a full-time maintenance crew, the city uses the sanitation workers to make minor repairs and perform periodic street maintenance. The recommended expansion of the Department's work force would provide sufficient additional manpower to deal with the expanded maintenance responsibilities.

Storm Drainage

In the fringe areas of Bennettsville, storm drainage facilities fall into two categories: (1) major drainage canals constructed under the sponsorship of the Soil Conservation Service and (2) open drainage ditches paralleling the street system. A three-phase drainage and flood-control project sponsored by the Soil Conservation Service is being implemented on the southside of the city. This project, which is costing \$660,000 with 50% Federal participation, consists of a primary network of drainage canals and ditches which is designed to correct local drainage problems and handle major surface runoff. The Watershed District, which was organized by the Soil Conservation Service, is responsible for maintenance of these primary drainage ditches.

The individual residential areas are served by a secondary drainage system composed of the network of open ditches and culverts constructed to carry surface water runoff away from the streets. Since the majority of the street system is State-maintained, the maintenance of the accompanying drainage structures is a State Highway Department responsibility.

The city will be responsible for maintaining the drainage ditches which parallel the local streets. The Street and Sanitation Department also has responsibility for this function. The Department already has the necessary equipment. If the manpower is expanded as recommended, the Department could undertake maintenance of the limited storm drainage facilities which would be within their jurisdiction.

Street Signs

Street signs should be installed in the annexation area at all intersections where they are now missing. The absence of street signs may cause confusion in public services and can result in critical delays in emergency police, fire, and rescue squad calls. Based on the number of intersections in the annexation area, it is estimated that the placement of street name signs at all required locations will cost approximately \$2500. After annexation, the Street and Sanitation Department should establish a schedule for the systematic placement of street sign in those locations where they are absent and for the sequential replacement of obsolete and illegible signs. In the future, developers should be required to provide street signs of an approved design in all new subdivisions, and the city and Marlboro County should coordinate on the location of signs in the unincorporated fringe areas. Also, periodic inspection should be made to check the condition of existing signs.

TABLE 12

Estimate Cost of Providing Street Signs in the Study Areas

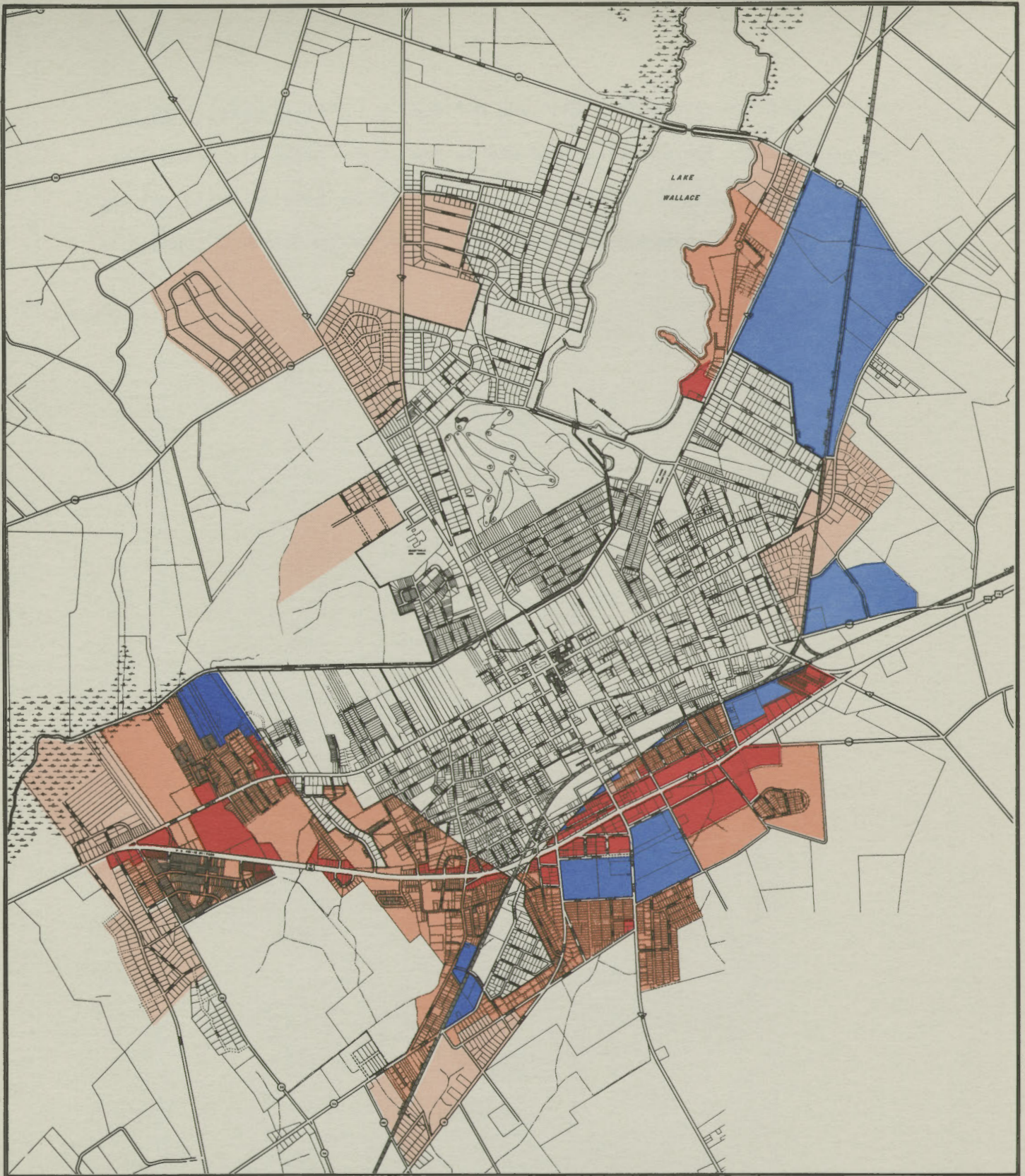
Study Area	Estimated Cost	Study Area	Estimated Cost
1	\$720	5	\$ 20
2	\$440	6	\$ 160
3	\$600	7	\$ 220
4	\$360	8	\$ 40
		Total:	\$2500

Zoning

It is important that the Planning Commission consider, prior to annexation, how zoning will be implemented in the fringe areas. The existing zoning ordinance has no automatic provision for the zoning of an annexation area. Once the fringe areas have been annexed, the City will have to amend the Official Zoning Map to define the use districts in the annexation area.

To reduce the delay between annexation and implementation of zoning in those areas, the Planning Commission should prepare recommendations on the zoning classification for the fringe areas under consideration. The Planning Commission has already adopted a comprehensive development plan which includes the entire planning district. Based on that plan, the Planning Commission can develop a proposal for defining use districts in the annexation area. When the area is annexed, the Planning Commission can hold a public hearing on the proposed zoning and submit a finalized recommendation to the City Council.

Using the zoning classifications defined in Bennettsville's Zoning Ordinance, Map No. 14 illustrates a suggested delineation for zoning district boundaries in the annexation area. This proposed zoning reflects the long



**BENNETTSTVILLE
SOUTH CAROLINA**



SUGGESTED ZONING

ZONING DISTRICTS :

- A-1 RESIDENTIAL
- A-2 RESIDENTIAL
- B-1 BUSINESS
- U-1 INDUSTRIAL

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NO.**

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range goals for development that are defined in the Development Plan for Bennettsville. The existing land use in the fringe areas and the present zoning classifications of adjacent areas within the present municipal boundaries were also evaluated in preparing these proposed district boundaries.

CHAPTER V

FINANCING THE ANNEXATION PROGRAM

In determining the feasibility of an annexation program, the city's ability to bear the financial burden of annexation must be established. The total cost of providing city services and extending public utility systems to the residents of an annexation area must be determined. The revenue potential of the annexation area should be estimated, and the alternative sources of financial assistance and means of financing capital improvements should be explored.

Summary of Projected Costs

The total cost of an annexation program involves both the initial capital expenditures for needed equipment and public improvements and annual costs, such as salaries.

The city's expanded public service responsibilities resulting from annexation would necessitate hiring a minimum of eighteen additional municipal employees. The total estimated expenditure for additional salaries is \$84,448. The Police Department would need six additional men at an annual cost of \$34,320. The Fire Department would require a minimum of two additional full-time paid firemen, which would cost approximately \$11,440 annually. The Street and Sanitation Department would require ten additional workers with total annual salaries of \$38,688.

If annexation occurs, an initial capital expenditure of \$39,700 for the public service functions will be required. These estimated capital costs are \$7,200 for police equipment, \$30,000 for new equipment for solid waste collection, and \$2,500 for street signs.

The expanded service area of the public utility system will require the employment of three additional administrative personnel. These additional personnel will cost approximately \$13,000 annually in salaries.

The cost of expanding the city utility systems to serve the residents of the annexation area is estimated to be approximately \$1,636,799. These capital expenditures include \$368,243 for water system improvements, \$1,106,196 for expansion of the sewer system, \$153,000 for extending the city's electrical service to all the residents in the annexation area, and \$9,360 for street lighting.

Revenue Sources

The following section discusses the revenue sources of the city's General Fund, which finances municipal services, and the Combined Utilities Fund, which finances the operation of the city's utility systems.

General Fund

The operating budget for city services is drawn from the General Fund. The principle sources of revenue for the General Fund are property tax on real property, property tax on personal property, and business licenses. The Fund also has certain miscellaneous revenues, including building permits and fines. However, revenue sources of this type are more difficult to project and should not be depended upon as a stable source of funds.

Property Tax on Real Property. Property taxes on real estate are calculated on the basis of the assessed evaluation, which is 6.5% of the appraised value in Marlboro County. Bennettsville has a tax rate of 85 mills for real property.

The assessed evaluation of real property in the annexation area was

TABLE 13

PROPERTY ASSESSMENT

Study Areas	1	2	3	4	5	6	7	8	TOTAL
Assessed Evaluation:									
Land	\$ 37,600	\$16,810	\$ 37,620	\$28,230	\$11,190	\$16,040	\$12,350	\$ 3,440	\$163,280
Buildings	<u>154,810</u>	<u>50,500</u>	<u>103,800</u>	<u>63,230</u>	<u>24,120</u>	<u>29,950</u>	<u>30,890</u>	<u>13,010</u>	<u>470,310</u>
TOTAL	\$192,410	\$67,310	\$141,420	\$91,460	\$35,310	\$45,990	\$43,240	\$16,450	\$633,590
Property Tax on Real Property	\$ 16,355	\$ 5,721	\$ 12,021	\$ 7,774	\$ 3,001	\$ 3,909	\$ 3,675	\$ 1,398	\$ 53,854

determined by a survey of the records in the County Tax Equalization Office. The evaluation of each parcel in the annexation area was tabulated by study area. Table 13 indicates the assessed evaluation of land and buildings in each of the study areas and the projected property tax revenue.

Personal Property Tax. The principal types of property subject to personal property tax are private motor vehicles and mobile homes. The city's current tax rate on personal property is 85 mills. The city obtains the assessed evaluation of personal property from the records of the County Tax Equalization Office, which uses standardized evaluations defined by the State.* For the purposes of this study, motor vehicles were assigned an assessed evaluation of \$200; and \$450 was established as the average assessed evaluation of mobile homes. The number of mobile homes in each study area was based on the land use survey. The number of private motor vehicles in each study area was estimated by applying the current rate of motor vehicle ownership in Marlboro County (.329 vehicles per person) to the projected population of the study area. A total annual revenue of \$24,013 from personal property tax on private motor vehicles and mobile homes was projected for the annexation area.

License Fees. The revenue from business licenses was estimated by applying an average license fee to the number of commercial establishments and industrial operations noted in each study area. The rates for business licenses vary depending on the type of establishment and the volume of business. An average license fee of \$40 for all types of businesses was used in esti-

* South Carolina Tax Commission, Assessor's Handbook: Automobiles, Trucks, Tractors, Farm Equipment, Mobile Homes, Motorcycles, Motor Scooters (Columbia, S.C.: The Commission, 1972.)

inating receipts from commercial establishments. The basic fee of \$100 was applied to all industrial operations. The total estimated receipts from license fees was approximately \$7260 for the entire annexation area.

Combined Utilities Fund

The operating budget for the city's utilities is drawn from the Combined Utilities Fund, which is separate from the General Fund. The Combined Utilities Fund's principle sources of revenue are the service charges derived from the water, sewer, electrical, and natural gas systems. The Fund also derives revenue from the tap fees of new customers of the water and sewer systems. The following table gives the official net earnings of the Combined Utility System for the last five fiscal years.*

TABLE 14
Net Earnings of the Combined Utility System

Fiscal Year	1967	1968	1969	1970	1971
Net Earnings	\$208,086.33	\$317,178.17	\$350,073.40	\$407,790.17	\$364,228.29

Service Charges. The service charges to the customers of the various utility systems are the principal sources of revenue for the Combined Utilities Fund. Table 15 reflects the gross revenues of the Combined Utility System from Fiscal Year 1968 through Fiscal Year 1971.

* Official Statement Relating to the Issuance of \$1,000,000 Combined Utility System Improvement Revenue Bonds, Series of 1971 (Bennettsville: the City, 1971), p. 10.

TABLE 15

Gross Revenues of Utility Systems

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>
Electricity	\$557,372.74	\$ 614,066.28	\$ 664,866.40	\$ 740,139.15
Water	117,525.36	147,293.42	158,095.94	163,727.55
Sewer	32,492.00	36,258.00	38,855.00	36,598.00
Gas	203,244.92	231,920.22	265,298.30	282,519.53
Other	<u>34,222.90</u>	<u>37,357.28</u>	<u>52,311.56</u>	<u>56,530.85</u>
Total	\$944,857.92	\$1,066,895.20	\$1,179,427.20	\$1,279,515.08

The annual revenues from service charges in the annexation area were estimated on the basis of the projected customers and the average consumption rate per customer for 1971. The average annual revenue per residential customer for the electrical system in 1971 was approximately \$144; and the average revenue per commercial customer was approximately \$625 for the year. The 1971 average revenue derived from the individual residential customers of the water system was approximately \$34; and the average revenue derived from commercial customers was approximately \$215 for the year. The charge for sewerage service is \$12 annually for residential customers. The sewer charge is included in the commercial customer's water rates. Table 16 indicates the estimated revenues that will be obtained from electrical, water, and sewer service charges to new customers, when the systems are extended to encompass the entire annexation area. Table 17 indicates the projected revenues in the annexation area from both new customers and existing customers.

TABLE 16

Projected Revenues: New Service Areas

Fiscal Year	1973-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82
Electrical	\$33,224	\$33,556	\$33,892	\$34,231	\$34,573	\$34,919	\$35,268	\$35,621	\$35,977
Water	21,992	22,212	22,434	22,658	22,885	23,114	23,345	23,578	23,814
Sewer	-	<u>10,128</u>	<u>10,229</u>	<u>10,331</u>	<u>10,434</u>	<u>10,538</u>	<u>10,643</u>	<u>10,749</u>	<u>10,856</u>
Total	\$55,216	\$65,896	\$66,555	\$67,220	\$67,892	\$68,571	\$69,256	\$69,948	\$70,647

TABLE 17

Projected Revenues for Total Annexation Area

Fiscal Year	1973-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82
Electrical	\$242,394	\$244,818	\$247,266	\$249,739	\$352,236	\$254,758	\$257,306	\$259,879	\$262,478
Water	70,532	70,237	71,949	72,668	73,395	74,129	74,870	75,619	76,375
Sewer	<u>2,496</u>	<u>12,624</u>	<u>12,750</u>	<u>12,878</u>	<u>13,007</u>	<u>13,137</u>	<u>13,268</u>	<u>13,401</u>	<u>13,535</u>
Total	\$315,422	\$327,679	\$331,965	\$335,285	\$338,638	\$342,024	\$345,444	\$348,899	\$352,388

Tap Fees. A tap fee is a one-time source of revenue which is principally intended to defer the cost of labor and materials when a new customer ties into the water or sewer system. When water and sewer lines are extended into a new service area, this cost to the municipal system can be significantly reduced by making the individual house connections at the time the lines are initially laid. In Bennettsville, the water system tap fee is \$125 for a city resident, and the sewer system tap fee is \$150.

The following table indicates the probable annual receipts from tap fees resulting from the extension of the water and sewer lines proposed for the annexation area. These projected receipts are based on the assumption that residents will be allowed to pay the tap fees in installments which will be spread over a twenty-four month period.

TABLE 18
Projected Receipts From Tap Fees

Fiscal Year	1972-73	73-74	74-75	75-76
Water	\$14,094	\$28,188	\$14,094	-
Sewer	-	35,025	70,050	\$35,025
Total	\$14,094	\$63,213	\$84,144	\$35,025

Cost-Revenue Summary By Study Area

The following tables present the projected costs of annexation and potential revenues by study area.

The tables consolidate for individual study areas the information on capital and annual expenditures which was previously presented in the discussions of the various public services and utilities. The capital expenditures for the water system, sewer system, and street lighting were identified on the

basis of the actual costs for installation. The cost of the electrical system was determined, as previously explained, on the basis of a fixed reimbursement cost for each customer acquired from another power distributor. Annual operating expenditures for the utilities were determined for the entire annexation area and allocated to the individual study areas on a per capita basis. The cost of providing street signs was allocated to the study areas on the basis of actual projected cost for installation. All other capital expenditures and the annual operating cost for the Police Department and the Street and Sanitation Department were determined for the entire annexation area, and each study area was assigned a pro rata share of the total cost on the basis of population. The costs of the other public services are the study area's pro rata share of the present Fiscal Year 1973 Budget, since no actual increase in cost is projected for these functions.

Revenue estimates were determined on the basis of available information on the individual study areas. Property tax on real property was determined from information obtained from the Marlboro County property assessment files. Tax on personal property was projected by assigning an assessed value to the mobile homes and estimated number of privately owned vehicles in a study area. Business license revenues were established on the basis of the number of commercial and industrial establishments that are present in a study area. Utility service charges were determined on the basis of potential customers present in a study area, and tap fees were projected on the basis of the probable number of new customers for the water and sewer systems.

TABLE 19
SUMMARY FOR STUDY AREA 1

STUDY AREA CHARACTERISTICS:

AREA	543.6 Acres
POPULATION	970.0
NUMBER OF DWELLING UNITS	272.0
NUMBER OF BUSINESSES	35.0
ASSESSED VALUE OF REAL PROPERTY	\$192,410

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 1,766**
Police Protection	1,793*	8,546*
Fire Protection	-	2,849
Streets and Sanitation	7,965	9,633
Recreation	-	753**
Inspection and Code Enforcement	-	612**
Subtotal	\$ 9,758	\$ 24,159
<u>Public Utilities</u>		
Water System	\$ 154,031*	\$ 1,776
Sewer System	386,758*	676
Electrical System	80,250	1,532
Street Lighting	2,280	426
Subtotal	\$ 623,319	\$ 4,410
TOTAL	\$ 633,077	\$ 28,569

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 16,355
Property Tax on Personal Property	-	5,844
Licenses and Permits	-	1,600
Subtotal		\$ 23,799
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 20,490
Electrical Service Charges	-	61,043
Water and Sewer Tap Fees	64,975	-
Subtotal	\$ -	\$ 81,533
TOTAL	\$ 64,975	\$ 105,332
NET BALANCE	-\$ 568,102	\$ 76,763

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 20
SUMMARY FOR STUDY AREA 2

STUDY AREA CHARACTERISTICS:

AREA	310.0 Acres
POPULATION	1,107.0
NUMBER OF DWELLING UNITS	311.0
NUMBER OF BUSINESSES	23.0
ASSESSED VALUE OF REAL PROPERTY	\$ 67,310

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 2,015**
Police Protection	2,038*	9,713*
Fire Protection	-	3,238
Streets and Sanitation	5,855	10,949
Recreation	-	859**
Inspection and Code Enforcement	-	758**
Subtotal	\$ 7,893	\$ 27,532
<u>Public Utilities</u>		
Water System	\$ 105,780*	\$ 2,109
Sewer System	291,650*	768
Electrical System	25,500	1,741
Street Lighting	1,880	354
Subtotal	\$ 424,810	\$ 4,882
TOTAL	\$ 432,703	\$ 32,414

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 5,721
Property Tax on Personal Property	-	6,877
Licenses and Permits	-	1,120
Subtotal		\$ 13,718
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 19,703
Electrical Service Charges	-	59,159
Water and Sewer Tap Fees	70,175	-
Subtotal	\$ 70,175	\$ 78,862
TOTAL	\$ 70,175	\$ 92,580
NET BALANCE	-\$ 362,528	\$ 60,166

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 21

SUMMARY FOR STUDY AREA 3

STUDY AREA CHARACTERISTICS:

AREA	285.0 Acres
POPULATION	932.0
NUMBER OF DWELLING UNITS	262.0
NUMBER OF BUSINESSES	51.0
ASSESSED VALUE OF REAL PROPERTY	\$141,420

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 1,704**
Police Protection	1,721*	8,202*
Fire Protection	-	2,734
Streets and Sanitation	10,295	9,246
Recreation	-	726**
Inspection and Code Enforcement	-	653**
Subtotal	\$ 12,016	\$ 23,265
<u>Public Utilities</u>		
Water System	\$ 54,652*	\$ 1,705
Sewer System	224,618*	648
Electrical System	-	1,471
Street Lighting	2,080	390
Subtotal	\$ 281,350	\$ 4,214
TOTAL	\$ 293,366	\$ 27,479

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 12,021
Property Tax on Personal Property	-	6,137
Licenses and Permits	-	2,240
Subtotal		\$ 20,398
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 23,472
Electrical Service Charges	-	69,602
Water and Sewer Tap Fees	32,550	-
Subtotal	\$ -	\$ 93,074
TOTAL	\$ 32,550	\$ 113,472
NET BALANCE	-\$ 260,816	\$ 85,993

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 22

SUMMARY FOR STUDY AREA 4

STUDY AREA CHARACTERISTICS:

AREA	235.1 Acres
POPULATION	360.0
NUMBER OF DWELLING UNITS	103.0
NUMBER OF BUSINESSES	25.0
ASSESSED VALUE OF REAL PROPERTY	\$ 91,460

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 655**
Police Protection	662*	3,157*
Fire Protection	-	1,052
Streets and Sanitation	6,320	3,559
Recreation	-	284**
Inspection and Code Enforcement	-	251**
Subtotal	\$ 6,982	\$ 9,358
<u>Public Utilities</u>		
Water System	\$ 17,680*	\$ 656
Sewer System	137,696*	250
Electrical System	-	560
Street Lighting	1,000	192
Subtotal	\$ 156,376	\$ 1,664
TOTAL	\$ 163,348	\$ 11,022

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 7,774
Property Tax on Personal Property	-	2,159
Licenses and Permits	-	1,900
Subtotal		\$ 11,833
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 11,956
Electrical Service Charges	-	30,169
Water and Sewer Tap Fees	18,775	-
Subtotal	\$ -	\$ 42,125
TOTAL	\$ 18,775	\$ 53,958
NET BALANCE	-\$ 144,583	\$ 42,936

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 23

SUMMARY FOR STUDY AREA 5

STUDY AREA CHARACTERISTICS:

AREA	171.9 Acres
POPULATION	74.0
NUMBER OF DWELLING UNITS	21.0
NUMBER OF BUSINESSES	0.0
ASSESSED VALUE OF REAL PROPERTY	\$ 35,310

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 145**
Police Protection	137*	652**
Fire Protection	-	217
Streets and Sanitation	412	735
Recreation	-	62**
Inspection and Code Enforcement	-	52**
Subtotal	\$ 549	\$ 1,863
<u>Public Utilities</u>		
Water System	\$ 450*	\$ 136
Sewer System	-	52
Electrical System	750	117
Street Lighting	240	90
Subtotal	\$ 1,440	\$ 395
TOTAL	\$ 1,989	\$ 2,258

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 3,001
Property Tax on Personal Property	-	408
Licenses and Permits	-	-
Subtotal		\$ 3,409
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 1,090
Electrical Service Charges	-	2,736
Water and Sewer Tap Fees	-	-
Subtotal	\$ -	\$ 3,826
TOTAL	\$ -	\$ 7,235
NET BALANCE	-\$ 1,989	\$ 4,977

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 24
SUMMARY FOR STUDY AREA 6

STUDY AREA CHARACTERISTICS:

AREA	423.1 Acres
POPULATION	168.0
NUMBER OF DWELLING UNITS	43.0
NUMBER OF BUSINESSES	3.0
ASSESSED VALUE OF REAL PROPERTY	\$ 45,990

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 312**
Police Protection	310*	1,476*
Fire Protection	-	492
Streets and Sanitation	1,125	1,664
Recreation	-	133**
Inspection and Code Enforcement	-	109**
Subtotal	\$ 1,435	\$ 4,186
<u>Public Utilities</u>		
Water System	\$ 3,150*	\$ 307
Sewer System	17,600*	117
Electrical System	27,000	265
Street Lighting	920	144
Subtotal	\$ 48,670	\$ 833
TOTAL	\$ 50,105	\$ 5,013

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 3,909
Property Tax on Personal Property	-	973
Licenses and Permits	-	320
Subtotal		\$ 5,202
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 3,010
Electrical Service Charges	-	8,067
Water and Sewer Tap Fees	2,700	-
Subtotal	\$ -	\$ 11,077
TOTAL	\$ 2,700	\$ 16,279
NET BALANCE	-\$ 47,405	\$ 11,260

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 25

SUMMARY FOR STUDY AREA 7

STUDY AREA CHARACTERISTICS:

AREA	384.9 Acres
POPULATION	215.0
NUMBER OF DWELLING UNITS	55.0
NUMBER OF BUSINESSES	1.0
ASSESSED VALUE OF REAL PROPERTY	\$ 43,240

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 395**
Police Protection	396	1,888*
Fire Protection	-	629
Streets and Sanitation	745	2,128
Recreation	-	168**
Inspection and Code Enforcement	-	139**
Subtotal	\$ 1,141	\$ 5,347
<u>Public Utilities</u>		
Water System	\$ 28,900*	\$ 392
Sewer System	47,872*	149
Electrical System	19,500	338
Street Lighting	880	132
Subtotal	\$ 97,152	\$ 1,011
TOTAL	\$ 98,293	\$ 6,358

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 3,675
Property Tax on Personal Property	-	1,207
Licenses and Permits	-	40
Subtotal		\$ 4,922
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 2,652
Electrical Service Charges	-	9,170
Water and Sewer Tap Fees	7,300	-
Subtotal	\$ -	\$ 11,822
TOTAL	\$ 7,300	\$ 16,744
NET BALANCE	-\$ 90,993	\$ 10,386

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

TABLE 26

SUMMARY FOR STUDY AREA 8

STUDY AREA CHARACTERISTICS:

AREA	76.4 Acres
POPULATION	74.0
NUMBER OF DWELLING UNITS	19.0
NUMBER OF BUSINESSES	0.0
ASSESSED VALUE OF REAL PROPERTY	\$ 16,450

ESTIMATED EXPENDITURES:

	<u>Capital Expenditures</u>	<u>Annual Expenditures</u>
<u>Public Services</u>		
General Administration	\$ -	\$ 145**
Police Protection	137*	652*
Fire Protection	-	217
Streets and Sanitation	432	735
Recreation	-	62**
Inspection and Code Enforcement	-	51**
Subtotal	\$ 569	\$ 1,862
<u>Public Utilities</u>		
Water System	\$ 3,600*	\$ 136
Sewer System	-	52
Electrical System	-	117
Street Lighting	80	24
Subtotal	\$ 3,680	\$ 329
TOTAL	\$ 4,249	\$ 2,191

ESTIMATED REVENUE

	<u>One-time Source of Revenue</u>	<u>Annual Revenue Sources</u>
<u>General Fund</u>		
Property Tax on Real Property	\$ -	\$ 1,398
Property Tax on Personal Property	-	408
Licenses and Permits	-	-
Subtotal		\$ 1,806
<u>Combined Utility Dept. Fund</u>		
Water and Sewer Service Charges	\$ -	\$ 783
Electrical Service Charges	-	2,448
Water and Sewer Tap Fees	-	-
Subtotal	-	\$ 3,231
TOTAL	\$ -	\$ 5,037
NET BALANCE	-\$ 4,249	\$ 2,846

* These figures reflect actual cost without federal and state assistance.

** These expenditures are the area's pro rata share of the FY 73 Budget allocated on a per capita basis and do not indicate an actual increased expenditure.

Federal and State Assistance

The following section examines the potential sources of Federal and State assistance in financing capital expenditures projected for the annexation program.

Law Enforcement Assistance Program

The Law Enforcement Assistance Program, created by the Federal Omnibus Crime Control and Safe Street Act of 1968, offers a source of funds for acquisition of needed police equipment and can assist in financing the salaries of new officers. The Federal support for acquisition of police equipment is 75% of actual cost. The State will provide an additional 6.25% matching share. The Federal government will contribute up to 75% of the salaries of new police officers for the first year. After the first year, the LEAP will fund up to 50% of the salaries of policemen.

Economic Development Administration

The Economic Development Administration of the Department of Commerce makes loans and grants available for the construction of public works, such as water and sewer lines. Bennettsville is eligible for this type of assistance because Marlboro County is within a designated Economic Development District. For a utility system improvement to qualify for funding, the project must fulfill a pressing need in the community and must: (1) improve the opportunities for the successful establishment or expansion of industrial or commercial plants or facilities, (2) assist in the creation of additional long-term employment opportunities, or (3) primarily benefit the long-term unemployed and members of low-income families.

Approximately 27,800 linear feet of the proposed collector lines should qualify for EDA funding because these lines will be constructed to primarily

serve low-income neighborhoods. The estimated construction cost of these sewer lines is approximately \$244,640, which includes engineering, labor, materials, and 10% for contingencies. The Federal government would provide a basic grant of 60% for project cost. The Federal share would be approximately \$146,784. The remaining 40% of the cost, or approximately \$97,856, would be financed locally.

Environmental Protection Agency

The Environmental Protection Agency, which came into existence in 1970 by executive order of the President, administers programs designed to maintain and enhance the quality of our nation's water resources. The Federal Water Pollution Control Act, Public Law 84-660, administered by the Agency, authorizes grants to municipalities for the construction of waste water treatment works, including interceptor and outfall sewers.

The proposed outfall line, interceptor lines, pumping station, and lift station would qualify for funding under Public Law 84-660. The total estimated cost of these improvements is approximately \$494,860. The Federal share of project cost is 55 percent. This basic Federal grant would be approximately \$272,173. The State would provide an additional 25 percent of the cost through low-interest "Environmental Improvement Bonds," which are paid back by the city on a semi-annual basis. Approximately \$123,715 would be obtained from state bonds. The remaining 20 percent of the cost, or approximately \$98,972, would be financed locally.

Department of Housing and Urban Development

The Department of Housing and Urban Development provides funding assistance to aid communities in constructing basic water and sewer facilities to promote orderly growth and development. Public water facilities for the

storage, supply, treatment, purification, or distribution of water for domestic or commercial use are eligible for HUD assistance. Grant funds may also be used for public sewer facilities for the collection, transmission, and discharge of liquid waste. HUD grants cannot be used for the construction of "treatment works" which are eligible for grants assistance under the pollution control program administered by the Environmental Protection Agency.

The basic HUD grant will cover fifty percent of the approved project cost. The HUD share of the water system improvement cost would be approximately \$184,121. While all the collector lines in the sewer system would qualify for HUD funding assistance, a better funding ratio can be obtained from the Economic Development Administration for those elements of the collection system that will be constructed in low-income neighborhoods. The HUD share of the \$366,696 project cost that do not qualify for EDA or EPA assistance would be approximately \$183,348.

Budgeting

Since the budgets for the General Fund and the Combined Utilities Fund are separate, the financial planning and budgeting for the public services and the utility systems shall be evaluated separately.

Financing Public Services

Based on projected revenue, the cost of city services for the annexation area would be balanced by the increased revenue from the property tax and business licenses. A total annual revenue of \$85,127 is projected for the annexation area from property taxes and licenses. The only increased operating expenses created by annexation are expected in the budgets of the Police Department, the Fire Department, and the Street and Sanitation Department. The Law Enforcement Assistance Program can fund up to 75% of the salaries of new police

officers for the first year and up to 50% of their salaries thereafter. This would reduce the city's annual share of expenditures for law enforcement in the annexation area to \$17,160. Since annual expenditures for other city services are not expected to increase as a result of annexation, the local expenditures for city services in the annexation area are expected to amount to approximately \$67,288 annually. Therefore, the difference between annual operating costs and revenue in the annexation area is expected to produce an initial annual surplus of \$17,839. While the annual costs in these operational areas would remain relatively stable, the revenue derived from the annexation area may be expected to increase as growth occurs.

TABLE 27

Public Services: Comparison of Operating Expenses and Revenues for the Annexation Area

Total Projected Revenue	\$85,127
Total Operating Expenses	84,448
LEAP Funds	<u>-17,160</u>
Local Share of Operating Expenses	67,288
Net Balance (Revenues less Expenses)	+\$17,839

The only initial capital expenditures for city services are projected for the Police Department and the Street and Sanitation Department. Annexation is not expected to result in an initial requirement for additional capital expenditures for other city services. The total capital expenditure for the Police Department and the Street and Sanitation Department operations would be approximately \$39,700. The city would be eligible for a LEAP Grant to purchase police equipment. The Federal and State shares would equal 81.25% of the total cost or approximately \$5850. Therefore, the city's total capital expenditure for the police, street, and sanitation requirements would equal

\$33,850. The city could obtain a short-term loan to cover this initial capital expenditure for city services. The note could be amortized over a three-year period from the revenue surplus projected for the annexation area.

Financing Utility System Improvements

The utility system revenues generated in the new service areas will balance the additional operating expenses, the increased administrative costs, and the loss of revenue due to rate reductions for water system customers in the fringe areas.

Total Revenue (Fiscal Year 1974-75) from New Service Areas -	\$65,896
Less wholesale cost for electricity -	-16,510
Less new administrative costs -	-13,000
Less projected revenue loss due to city rates -	-22,711
Less operating cost for street lighting -	- 1,404
NET BALANCE	+\$12,271

The total capital expenditure for utility system improvements in the annexation area will be approximately \$1,636,799. The city will be eligible for approximately \$786,426 in Federal assistance, and approximately \$123,715 of the cost for the sewer system can be financed with low-interest State Revenue Bonds. The local share of the total cost will be approximately \$726,658. Table 28 explains the funding sources of the various improvements.

The local share of the capital improvement cost can be funded through a revenue bond issue, which would be amortized with utility system revenues. A bond issue of \$900,000 at 6% interest was evaluated on the basis of existing debt obligations and the potential revenue of the total system. A \$900,000 issue was chosen to allow for a 20% increase over the estimated cost due to unforeseen contingencies. The feasibility of this proposed revenue bond issue was evaluated by a staff member of the law firm, Sinkler, Gibbs, Simons, & Guérard, which handled the city's last revenue bond issue in 1971.

TABLE 28
FINANCING UTILITY SYSTEM IMPROVEMENTS

	Total Expenditure	Federal Assistance	State Bonds	Local Share
Water System	\$ 368,243			
HUD Grant		\$184,121		
Local Share				\$184,122
Sewer System	\$1,106,196			
Economic Development				
Administration Grant -		\$146,784		
Environmental Protection				
Agency Grant -		\$272,173		
HUD Grant -		\$183,348		
State Revenue Bonds -			\$123,715	
Local Share -				\$380,176
Electrical System	\$ 153,000			\$153,000
Street Lighting	<u>9,360</u>	<u> </u>	<u> </u>	<u>\$ 9,360</u>
Totals	\$1,636,799	\$786,426	\$123,715	\$726,658

Based on a projected average net earning for the combined utility system of approximately \$390,000, the highest annual debt service requirement for the existing outstanding issues and the proposed issue cannot exceed \$260,000. The proceedings authorizing the prior issues of the Combined Utility System Revenue Bonds require that the average net earnings for the last two fiscal years of the system must be 150% of the highest annual principal and interest requirements for the outstanding and proposed bonds in order for the city to issue additional revenue bonds payable out of the revenues of the system. Table 29 indicates the debt service of the existing revenue bond issues. Using the debt retirement schedule of those outstanding bonds, it is possible to determine the maximum principal and interest requirements for any given year by subtracting the existing debt service for that year from \$260,000.

Table No. 30 contains a 20 year maturity schedule drawn to make the total annual debt service on the proposed issue approximately equal for every year. The debt retirement schedule in Table No. 31 was drawn to take advantage of the fact that the debt service requirements on the outstanding bonds begin a sharp decline in 1980, and this maturity schedule accordingly increases the principal payments beginning in that year in order that the bonds will be outstanding over a shorter period of time. The maturity schedule shown in Table No. 31 has approximately the same effect on the Combined Utility System's "earnings test" as that shown in Table No. 30. Under either maturity schedule, the total debt service for the outstanding and proposed bonds will be in the vicinity of \$250,000 in the years 1974 through 1979. It should be noted, however, that the maturity schedule shown in Table No. 31 would result in the city paying \$132,600 less interest over the life of the bonds than if the maturity schedule shown in Table No. 30 were used.

TABLE 29
Outstanding Revenue Bonds of the City of Bennettsville

Year	Prin. & Int. Bonds of 1957	Prin. & Int. Bonds of 1963	Prin. & Int. Bonds of 1964	Prin. & Int. Bonds of 1967	Prin & Int. Bonds of 1971	Total Prin. & Int. on Outstanding Issues
1973	1,760.00	10,768.00	65,510.00	30,712.50	70,025.00	178,775.50
1974	1,712.50	10,448.00	63,860.00	--	98,449.50	174,470.00
1975	1,665.00	9,144.00	67,127.50	--	96,200.00	174,136.50
1976	1,617.50	--	70,200.00	--	98,847.50	170,665.00
1977	1,570.00	--	68,160.00	--	101,250.00	170,980.00
1978	1,522.50	--	66,120.00	--	98,550.00	166,192.50
1979	10,475.00	--	54,250.00	--	95,700.00	160,425.00
1980	--	--	52,550.00	--	92,700.00	145,250.00
1981	--	--	50,850.00	--	94,575.00	145,425.00
1982	--	--	--	--	91,325.00	91,325.00
1983	--	--	--	--	88,075.00	88,075.00
1984	--	--	--	--	84,662.50	84,662.50
1985	--	--	--	--	81,087.50	81,087.50
1986	--	--	--	--	77,512.50	77,512.50
1987	--	--	--	--	73,937.50	73,937.50
1988	--	--	--	--	70,362.50	70,362.50
1989	--	--	--	--	66,787.50	66,787.50

TABLE 30

PROPOSED CITY OF BENNETTSVILLE \$900,000 COMBINED UTILITY SYSTEM REVENUE BONDS
20 years calculated at 6% interest

Fiscal Year	Principal Due April 1st	Interest Due April 1st	Due Oct. 1st	Total
73	-	\$ 27,000	\$ 27,000	\$ 54,000
74	\$ 25,000	27,000	26,250	78,250
75	25,000	26,250	25,500	76,750
76	30,000	25,500	24,600	80,100
77	30,000	24,600	23,700	78,300
78	35,000	23,700	22,650	81,350
79	35,000	22,650	21,600	79,250
80	35,000	21,600	20,550	77,150
81	40,000	20,550	19,350	79,900
82	40,000	19,350	18,150	77,500
83	45,000	18,150	16,800	79,950
84	50,000	16,800	15,300	82,100
85	50,000	15,300	13,800	79,100
86	55,000	13,800	12,150	80,950
87	60,000	12,150	10,350	82,500
88	60,000	10,350	8,550	78,900
89	65,000	8,550	6,600	80,150
90	65,000	6,600	4,650	76,250
91	75,000	4,650	2,400	82,050
92	80,000	2,400	-	82,400
Total	\$900,000	\$346,950	\$319,950	\$1,566,900

TABLE 31

PROPOSED CITY OF BENNETTSVILLE \$900,000 COMBINED UTILITY SYSTEM REVENUE BONDS
16 years calculated at 6% interest

Fiscal Year	Principal Due April 1st	Interest Due April 1st	Due Oct. 1st	Total
73	-	\$ 27,000	\$ 27,000	\$ 54,000
74	\$ 30,000	27,000	26,100	83,100
75	30,000	26,100	25,200	81,300
76	35,000	25,200	24,150	84,350
77	35,000	24,150	23,100	82,250
78	40,000	23,100	21,900	85,000
79	50,000	21,900	20,400	92,300
80	60,000	20,400	18,600	99,000
81	60,000	18,600	16,800	95,400
82	80,000	16,800	14,400	111,200
83	80,000	14,400	12,000	106,400
84	80,000	12,000	9,600	101,600
85	80,000	9,600	7,200	96,800
86	80,000	7,200	4,800	92,000
87	80,000	4,800	2,400	87,200
88	80,000	2,400	-	82,400
Total	\$900,000	\$280,650	\$253,650	\$1,434,300

CHAPTER VI

RECOMMENDATIONS

The following discussion presents recommendations on (1) the implementation of the present annexation program and (2) the development of general guidelines concerning future annexations.

Implementing the Present Annexation Program

1. Annexation of Bennettsville's fringe area is economically feasible. However, the municipal government will need to obtain financial assistance from available State and Federal sources. The city can not fund capital improvements of the required magnitude using exclusively its own resources.
2. The city should extend the municipal boundaries to include the entire area under consideration. If only part of the annexation area is brought into the city, the municipal government would still have to hire the same number of employees and acquire the same amount of equipment for the police, fire, and solid-waste collection operations, which would be required if the entire annexation area was brought into the city. With annexation of only part of the area being considered, the municipal government would have the same costs without the additional resources from licenses and property tax.
3. If an annexation referendum is held, the most viable approach would be to submit the annexation question to the entire annexation area as a single unit. If a single referendum on the entire area is not politically feasible, the annexation question could be submitted to the residents of the northern four study areas separately. The section encompassed by Study Areas 1, 2, 3, and 4 must be treated as an integral unit. The feasibility of the sewer system proposed to serve this section depends on the incorporation of the

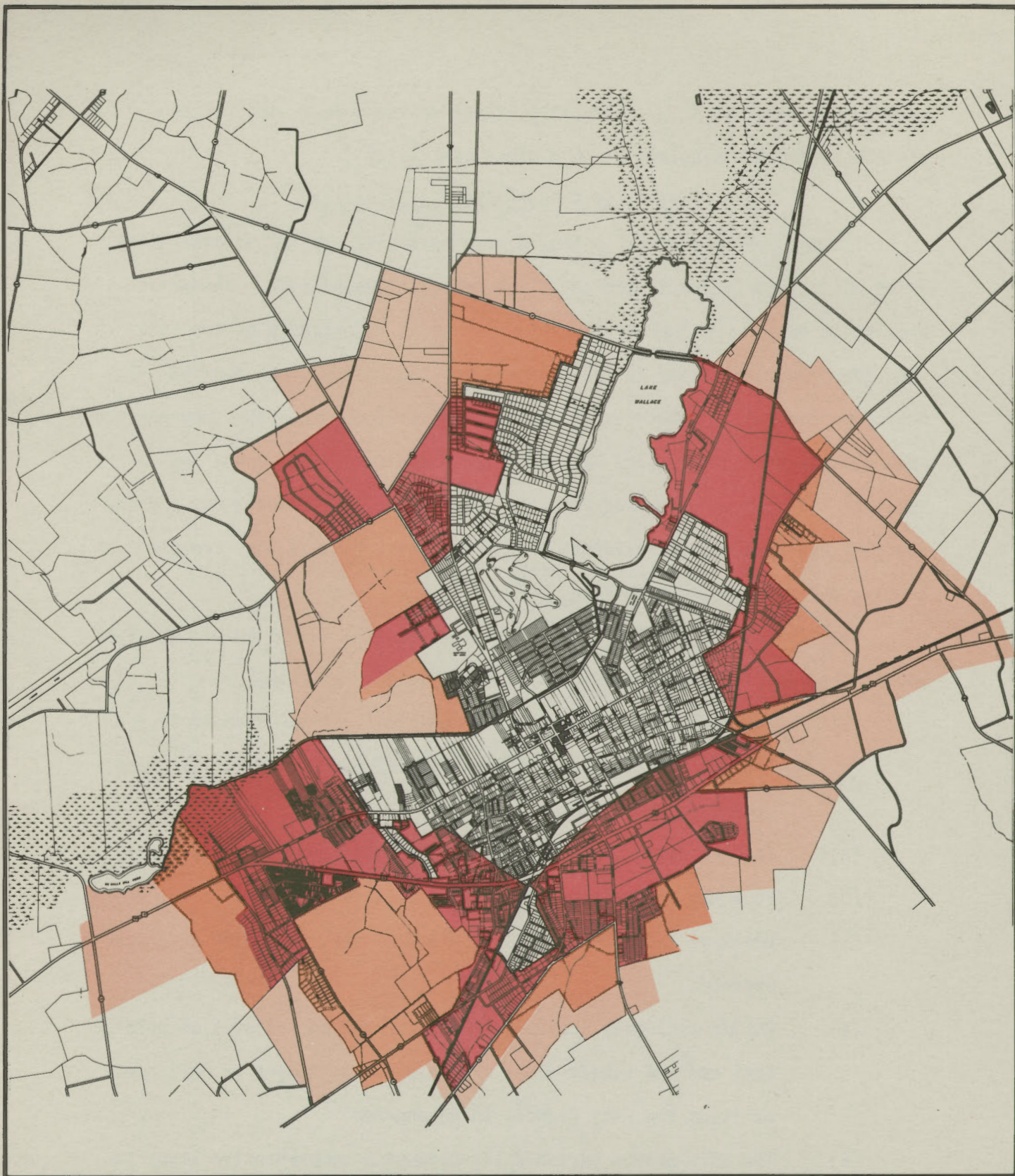
entire area into the city. Therefore, these southern four study areas can not be annexed singly or in a piece-meal fashion.

Developing A Sound Annexation Policy

The City of Bennettsville should develop a clear policy on annexation which will guide future expansion of the municipal boundaries. Annexation should not be a "one-time" type solution which is resorted to by the city when the problems created in the fringe areas can no longer be ignored. The municipal boundaries should expand with urban development so the incorporated area closely approximates the "actual" city. The municipal boundaries do not insulate the incorporated area from the problems of the fringe area, and the needs of the fringe area residents are no less real because they are not legally citizens of Bennettsville.

The following are policy guidelines pertinent to expansion of municipal boundaries, which the city should consider officially adopting.

- (1) The municipal boundaries and municipal services should be extended to include the city's fringe areas as urban development occurs in those areas.
- (2) The water and sewer systems should be extended simultaneously.
- (3) In a new subdivision, the utilities, street improvements, storm drainage and street signs should be installed at the developer's expense.
- (4) Public utilities should only be extended to residential development and new subdivisions if the property owners or developers petition the City Council to be annexed.
- (5) The city should periodically conduct a comprehensive study to



BENNETTSTVILLE
SOUTH CAROLINA

SEQUENCE OF ANNEXATION



EXISTING STUDY AREAS

AREAS TO BE EVALUATED FOR ANNEXATION:

1980

1985

MAP
NO.

15

evaluate the feasibility of annexing the fringe area development that has occurred since the last municipal expansion. Based on Bennettsville's present rate of growth, the city should initiate a study of this type approximately every five years. Map No. 15 indicates those areas on the fringes of Bennettsville that will probably be sufficiently developed to warrant evaluation in 1980 and 1985.